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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

PROJECT NORTH

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER







SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

PROJECT NORTH  
154 Glenrose Avenue  
Toronto, Ont. M4T 1K8

PRESENTED AT

TIMMINS

ON

November 23, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
416/965-9286

MANULIFE CENTRE  
55 BLOOR STREET WEST  
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TORONTO, ONTARIO  
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A Statement by

PROJECT NORTH

before the

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

at Timmins, Ontario

November, 1977.

PROJECT NORTH is an interchurch initiative concerning the rights of Native peoples and Northern development sponsored by the:

- Anglican Church of Canada
- Canadian Conference of Catholic Bishops
- Canadian Council of Churches
- Evangelical Lutheran Church of Canada
- Lutheran Church in America (Canada Section)
- Mennonite Central Committee (Canada)
- United Church of Canada



## INTRODUCTION

Mr. Justice Hartt, the seven churches participating in Project North would like to thank you for this opportunity of appearing before you to express our concerns about the ethical issues involved in the development of Northern Ontario.

We are particularly pleased to have with us, representatives of our churches who have close connections with the North and with the Cree and Ojibway people of the Grand Council of Treaty Nine. May I take a moment to introduce them ...

The subject of your inquiry, namely to determine the effects on the environment of major resource development enterprises north of the 50th parallel; to investigate the feasibility of alternative uses of natural resources; and to suggest to the Government of Ontario ways and means of assessing and deciding on environmental aspects of these development projects, is extremely wide.

We are thankful that in your initial comments about this inquiry you appear to interpret your mandate as widely as possible within the Public Inquiries Act of Ontario, 1971. We are especially concerned that "the social, economic and cultural conditions that influence man and the life of man or a community" \* are directed towards the concerns of the Nishnawbe-Aski (the People and the Land).

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\* The Mandate of the Royal Commission on the Northern Environment





As you know, Mr. Commissioner, most of our churches here today have had a long history of activity with the Native people of Northern Ontario. Through the work of Project North and other activities, churches are acting in solidarity with the people of Treaty Nine in their attempts to achieve, as their Nishnawbe-Aski Declaration states, "spiritual, cultural, social and economic independence, within Canada."

While we appreciate the opportunity to bring before you the concerns of the Christian community in the Province of Ontario and, indeed of all Canada, we must also note some of our misgivings about the process your inquiry has just begun.

We believe that, unless the most stringent safeguards are built into your preliminary rulings, the integrity of your inquiry could be severely compromised as government and industry continue to develop and implement plans for the resources of the North with little or no reference to this Royal Commission. This must not be allowed to happen.

We are also concerned at attempts to isolate the North from the South. This, must be rejected since the issues, as we see them, are not North versus South. Rather, there are many southerners who fully support the aspirations of the Native people and deeply question the unplanned "boom and bust" policies of existing Northern development. Moreover, large scale industrial projects in the North can have considerable social and economic impact on people in the South.

To date, it seems to us, there has been confusion over the mandate of your inquiry and where it fits into the bureaucratic and administrative processes of the Government of Ontario. There must be the widest possible latitude in sharing and developing





the research, studies and policies of industry and government with Native, church and public interest groups before your inquiry begins the next stage of its hearings. Basic information gathered at all your hearings should be disseminated to all groups concerned both in the North and South, and there should be a concerted effort on the part of both Commission and staff to keep lines of communication open.

In the many discussions during extended visits that our staff and team members have spent in the North and with Native people, the one element that emerges again and again is the need for time to develop new and innovative structures and policies for the North that will allow for the greater development of people and less reliance on the rapid extraction and depletion of non-renewable resources.

For these reasons, Mr. Commissioner, we have consistently stressed the need for a moratorium on major resource development in the north until certain conditions are met. (See Appendix A.) It is essential that sufficient time be taken to work out the various problems concerning the future of Northern Ontario. In this context, we wish to initiate our involvement in this process by:

- a) clarifying the mission of the church;
- b) outlining the churches' programme of action in Northern development;
- c) proposing some specific recommendations for the preliminary inquiry.





## THE MISSION OF THE CHURCH

It is important for us to clarify the reasons why our churches have become involved at all in these issues and why, after two years of arduous work in Northern development, these institutions have reaffirmed by their national bodies their continuation of that involvement.

For Christians, the Gospel proclaims that God's sovereignty includes all the realms of life. Nothing that is of concern to human life lies outside the real mission of the church. It is the love of God in Christ for man that is the cornerstone of the church's commitment to social action, which means its involvement in the social, economic, cultural and political affairs of our times.

As Christians we stand in the tradition of the prophets of Israel where it was understood that people came to know God by seeking justice for the disinherited, the poor and the oppressed. This is the same spirit that filled Jesus of Nazareth when He announced that he came to bring "good news to the poor" and "liberty to the captives". The God of history, therefore, reveals himself in the struggles for justice going on and liberation among people in the world, the very things the Cree and Ojibway are asking for in the Declaration of Nishnawbe-Aski. It is for these reasons that we are called to stand and act in solidarity with the Native peoples and others engaged in the struggles for justice in Canada today.





As Christians we also stand in the tradition of the Scriptures where God is understood to be the Lord of Creation -- the Creator. To be certain, the Gospel teaches us the resources of the Earth are to be developed for the basic needs of people. But there are limits to the resources in God's creation. Nor are these resources to be exploited to enrich a small minority. The Lord of Creation calls us to a life of caring, sharing and sparing these finite resources. For these reasons, it is absolutely imperative that government and industry guarantee a far more responsible stewardship in the development of the North's resources.

The Gospel, therefore, provides the basic criteria by which we may judge the dominant social, economic and political structures of our times and their impact on the lives of people. The proposed Polar Gas Pipeline and the Reed Paper development in Northwestern Ontario are among the largest industrial development projects in the history of this province. Along with hydro proposals, the Onakawana coal project, uranium mining and many other plans, the building of these projects will have enormous social consequences for the Native people of the North, as well as the non-Native population and the people in the South. The shocking announcements in recent months of the massive layoffs of workers in Sudbury, Thompson and Rouyn-Noranda are a sad testimony of the fragility of life based on resource extraction alone.

In the tradition of the Gospel, therefore, we feel compelled to raise serious moral questions about all of the proposed projects within your mandate.

In doing so we do not claim technical expertise in all aspects of resource extraction. Insofar as we claim any expertise, it has more to do with the ethics of development. Our research has probed several basic moral questions: Who really makes decisions





on the development of resources? What kind of development model is being employed? What are the social costs for people affected by resource development projects? Who really benefits from the development of these resources? Who really pays for the economic costs of these projects? What alternative models of resource development are possible?

Mr. Justice Hartt, we feel strongly that your inquiry must address and find answers to these fundamental moral questions, for in the long run, your recommendations to government must be based on a moral appraisal of the kind of development that has taken place north of 50 and what will occur in the foreseeable future.

#### THE CHURCHES PROGRAMME OF ACTION IN NORTHERN DEVELOPMENT

In recent years, the participating churches, on the basis of research and experiences concerning Northern development have developed important policy statements. These statements have been reaffirmed by our member churches in various ways, appropriate to the policy of each denomination, in recent months and the mandate for Project North has been renewed for a further three years.

When the churches were preparing their policy statements, they realized that brave words would have to be followed by concrete actions. So in September, 1975, Project North was launched as an interchurch initiative regarding Native peoples' rights and Northern development. The project was designed to increase the capacity of the participating churches to act more effectively on these moral and ethical issues which we have outlined. The project is staffed by Karmel Taylor-McCullum and Hugh McCullum, co-authors of This Land Is Not For Sale and Moratorium. The project is actively administered by national



church staff persons from each of the participating churches and is accountable to the appropriate decision-making bodies within those churches.

The programme of Project North has been organized around two major objectives:

(1) Supporting the creative activities of Native peoples engaged in the struggle for justice in the North with respect to the settlement and implementation of land claims and the development of their self-determination; (2) Challenging the various church constituencies in Southern parts of Canada to become involved in action on the ethical issues of Northern development. Project North has fulfilled this mandate through a program of research, documentation, communication and mobilization around these issues.

Close working relationships have been developed with such Northern Native organizations as the Grand Council of Treaty Nine, the Nishga in Northwestern British Columbia, the Dene of the Mackenzie Valley, the Cree of Northern Manitoba, the Inuit in the Northwest Territories and Quebec and the Council for Yukon Indians. In every instance, Project North has responded to a specific request for researching, documenting and communicating to Southern Canadians the struggle of Northern Native peoples. The Grand Council of Treaty Nine, for example, has made use of Project North's services along these lines.

Coalitions of church and public interest groups have been organized in the South around these moral and ethical issues, which are presently active in a variety of centres across Canada, including Southern Ontario cities and towns. In each case Project North provides services to those coalitions requesting assistance





in their efforts to organize public education and action events on such issues as those your commission will be required to address. It is one of the realities of this province's government that decisions affecting the lives and future of the people of the North are invariably made in the South by legislators elected from the more populous areas. Too often these decisions are made with insufficient knowledge and for reasons of political expediency. Through these coalitions in Southern Ontario and elsewhere in Canada, a growing number of people are raising serious questions about the social and economical costs of these mega-projects.

Mr. Commissioner, we are appending to this statement a brief description of the churches' call for a moratorium on Northern development, for the fullest possible discussion of the implications of the existing policies -- or lack of them -- in the North. In Appendix A lies the fundamental philosophy behind the suggestions we make to you in this preliminary presentation of Project North to the Royal Commission on the Northern Environment, for, sir, we expect to be meeting with you again.

#### RECOMMENDATIONS FOR THE PRELIMINARY INQUIRY

We are convinced that your inquiry is a process and the process must be considered at least as important as the final report and recommendations that you are required to present to the Government of Ontario. For this reason, we believe the rulings you will make following these preliminary meetings are of the utmost importance and, indeed, will determine whether or not the Native people and other concerned citizens should continue to participate in your Royal Commission.





Respectfully, we remind you, and through you, the Government of Ontario, that had it not been for the courageous stand taken by the Grand Council of Treaty Nine there would be no Royal Commission and, therefore, the concerns of the Cree and Ojibway Nation must be given the highest priority. Without Native participation your inquiry becomes irrelevant.

#### COMMUNITY HEARINGS

It seems imperative then that you give top priority to the Northern Community Hearings and make an undertaking to bring your inquiry to every Native community north of the 50th parallel. Only by travelling to these communities -- and we concede it will be an expensive and difficult task -- and listening to the people in their own language and in their own way, will you learn of the Cree and Ojibway and how they view the future of their land.

It would be grossly unfair to try and achieve this understanding by visiting a "selected representation of communities" because each is different, each has a story to tell. To avoid that would be undemocratic by any criteria but particularly by the criteria of consensus so important to the Native culture. Furthermore, we believe that all concerned groups should have an opportunity to participate and, therefore, urge you to include non-native communities in your inquiry.

#### FORMAL HEARINGS

The Grand Council of Treaty Nine has recommended, we understand, that community hearings and formal hearings be held concurrently, that is by adjourning formal sessions from time-to-time to conduct community meetings so that answers to testimony in the more technical aspects of your inquiry can be heard in the



Native communities. It is important that your staff schedule these meetings with the greatest sensitivity to community awareness, seasonal activities, weather conditions and preparation. We agree with the suggestions of Treaty Nine evidence that a committee be established with heavy Native representation to advise you on the appropriateness of your community visitations.

Your formal hearings, we believe, should also be held in the North in order that all concerned groups who live north of the 50th parallel be able to participate effectively. Perhaps Timmins and Thunder Bay, although technically south of 50, would be acceptable locations. We would recommend, based on our participation in the Mackenzie Valley Natural Gas Pipeline Inquiry, that an adversary approach be employed in these hearings with formal rules of procedure which would, of course, be suspended by yourself during Northern and Southern community hearings. In this way, participants have the right to call witnesses and present evidence and to examine and cross-examine the evidence called by other participants. No one should be allowed in the formal hearings to present evidence in a manner which cannot be cross-examined. Panels or individuals could be called, and evidence should be under oath.

#### SOUTHERN HEARINGS

It is our contention, already referred to in this statement, that it is vital that people in Southern Ontario be given ample opportunity to express their opinions on the impact that Northern development could have on their lives. This opportunity must be made after the formal hearings are held in the North so that Southern witnesses can comment on the evidence. It is important based again on our participation in the Berger Inquiry, that North-South, no matter how different culturally, economically, politically and socially, must be seen as a whole and that false divisions not be allowed to influence your inquiry. We believe we





can assure you, sir, that there will be sufficient interest in Southern centres to make your time worth while.

INTEGRITY OF THE INQUIRY

Project North is concerned that your wide-ranging mandate not be diminished in any way and we wish to state that we support fully the integrity of your Royal Commission. There must not be any attempts by government to develop policies or initiate other hearings of whatever variety -- bureaucratic task forces, mini-inquiries, boards, regulatory hearings or whatever -- that would confuse potential participants in your Royal Commission into thinking they were taking part in the future planning of Northern development. We urge you, as strongly as we can, to preserve at all costs the integrity of your inquiry from any undermining, intentional or otherwise, by the administration of this province or this country. It would be a devastating blow to the Native people -- and to all people of Ontario -- if government were allowed to continue to develop policies and award certificates and permits of development in Northern Ontario while your inquiry is in progress. Indeed, it would effectively undermine the entire inquiry. Furthermore, from time-to-time, Royal Commissions are faced with bureaucratic and political decisions which could weaken their inquiry. It is important that such Commissions act swiftly in each case to prevent this. We urge you to state in your preliminary rulings that you will not tolerate any interference in any way with your Royal Commission, particularly from the government which established this inquiry.



## PUBLIC INTEREST FUNDING

It is our understanding of your mandate that you are empowered, within the constraints of your budget, to fund independent research by Native, community, environmental and other public interest groups for the purpose of submitting evidence before the Royal Commission. We recommend that you do this in such a way as to allow the maximum freedom for each legitimate group, rather than forcing the formation of artificial coalitions simply for the purposes of acquiring financing. Further, we urge you to remember that corporations and governments at all levels have access to funds which Native, church, environmental, public interest and other non-profit groups do not. If your inquiry is to hear from all sectors, then it must consider carefully how it allocates funding and perhaps again establish a committee from the non-industry, non-governmental sector to advise in such allocation of monies. If your budget has constraints upon it that make fair and adequate involvement with the inquiry impossible, then perhaps representations should be made to the Treasury Board for additional funds.

## CONTENT OF THE INQUIRY

While your mandate clearly empowers you to examine all aspects of Northern development, we are concerned that your Commission "will not be making specific decisions on projects north of the 50th parallel".\* We believe, however, there are a number of projects which should be carefully studied by your inquiry,

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\* Royal Commission on the Northern Environment (Sept. 12th, 1977)





including: the Polar Gas pipeline, the Reed Paper project, the Ontario Hydro Development, and the Onakawana Coal project. We sincerely hope that your commission will study these projects with a view to making specific recommendations to the Government of Ontario.

Furthermore, we suggest that your Commission give special attention to several dimensions of Northern development:

- a) The social, economic and cultural impact of huge development projects (particularly Polar Gas, Reed Paper, Ontario Hydro and Onakawana Coal proposals), on the people of the North;
- b) The social and economic costs for the people of Ontario in general, particularly, the poorest sectors of the population of building these projects.
- c) The whole question of energy development and use in Ontario, with reference to conservation and alternative sources;
- d) Cultural concerns of Treaty Nine, especially the development of an alternative economic base, future plans in health, education, regional governments, self-determination;
- e) A thorough review of environmental assessment procedures and environmental protection enforcement;
- f) An evaluation of boom and bust economics based on the extraction of single resources (mining, forestry) and their impact on communities;



f) Tourism, outfitting, transportation and communications must also fall within your mandate.

As we stated at the beginning of this section, the basis for our recommendations to you comes from our experiences with the Berger and Lysyk inquiries, the National Energy Board hearings and our fundamental belief that time is of the essence and therefore a moratorium on all large-scale Northern development projects while your inquiry is in process is essential.

Finally, in terms of content, we believe you must take seriously the evidence of the Native peoples about their values and way-of-life.

#### CONCLUSIONS

In conclusion, Mr Justice Hartt, we support the Grand Council of Treaty Nine and its 20,000 or more people in their struggle for justice and this crucial moment in their history. Indeed, it would be a denial of our faith in the Lord of History to simply stand back and allow the dominant economic forces of our time to shape the destiny of the Cree and Ojibway people. Time is essential for them to secure an adequate measure of control over their future development as a people in this country and this province.

We believe the Native people of Treaty Nine are giving a message to their fellow-Canadians. The core of that message is that we re-arrange the priorities and values of our industrial system.





"In the final analysis," as the 1975 Roman Catholic Labour Day Message reminded us, "what is required is nothing less than fundamental social change. Until we as a society begin to change our own life-styles based on wealth and comfort, until we begin to change the profit-oriented priorities of our industrial system, we will continue to place exorbitant demands on the limited supplies of resources in the North and end up exploiting the people of the North in order to get those resources."

Thank you, Mr. Commissioner.



## APPENDIX "A"

Project North has publicly called for a moratorium on major resource development projects in the Yukon and the Northwest Territories. We have called for this moratorium, not as a delaying tactic, but to bring about positive changes in the policies of Northern development. A moratorium is necessary to achieve the following objectives.

1. Native land settlements must be negotiated fairly and without the impending threat of massive projects such as was the case in James Bay. Native people must be given the right to develop institutions and control of their land that is appropriate to them. The old policies of assimilation and extinguishment of aboriginal rights must be changed and a new and creative way of negotiating developed.
2. Native people in the North must have the time to develop economic programs that suit their culture based, perhaps, on renewable resources. Colonial policies of Northern development whereby resources are extracted as quickly and as cheaply as possible for the sole benefit of interests that lie outside the North, and in most cases outside Canada, must cease and new forms of people development substituted. This is perhaps our last chance as a nation to end the colonial and Third world policies that have been the federal government's approach to Northern Natives for too long.
3. A moratorium is needed to develop ways to protect the environment of the last frontier and the last great wilderness. The fragile nature of Northern land is well known, yet we continue to see resource extraction encouraged in the face of frightening consequences to the environment. A moratorium would give us time to find ways of protecting and safeguarding the Northern ecology.





- e) adequate controls to regulate the extraction of energy resources from the North, to prevent the rapid depletion of oil, gas, and other resources which are non-renewable.

In 1975, the Anglican Church of Canada, through its General Synod, developed equally strong policies concerning native land claims and Northern development. The Synod passed five related resolutions, but the one most clearly pertinent to the concerns of this enquiry reads as follows:

That this General Synod, through the Primate, request the Federal government, and through the appropriate Diocesan Bishops, request provincial and territorial governments to halt planned development until aboriginal claims are settled and to initiate negotiations on the land claims issues without prior conditions and taking seriously these aboriginal claims.

At the same time, the general council of the United Church of Canada has taken a strong stand on the rights of the Native peoples and the need for a more rational approach to the development of the North (including the Yukon). In its most recent policy statement, the United Church's Division of Mission in Canada, declared the following concerns:

Because we are beginning to be aware of oppression in our own lives as the result of the uncontrolled and excessive drive for economic growth and expansion, and because we have begun to identify our participation in demanding growth and expansion --



We (1) are learning from the Native people that abuse of land and rapacious use of natural resources are immoral;

(2) are beginning to appreciate the spiritual as well as economic relationships between people and land;

(3) are able to appreciate the desire of the Native people to insist upon the non-extinguishment of titles.

THEREFORE, be it resolved that--

1. We endorse the right of the Native people to help shape the kind of regional development which is taking place in the land to which they lay claim;
2. We support the right of Native people to have their land claims heard and settled fairly and without the threat of massive development;
3. We support the Native people in their call for a moratorium on major resource development projects until the land claims are settled, with the understanding that the moratorium is region-by-region.

In addition to these policy statements, resolutions reflecting these positions have been adopted recently by the Canadian Council of Churches, the Lutheran Church in America (Canada Section), and the Mennonite Central Committee.





## APPENDIX "B"

In 1975, the Roman Catholic Bishops of Canada issued their 18th annual Labour Day Message entitled, "Northern Development: At What Cost?" The message urged the Catholic community, together with fellow Christians, members of other faiths, and fellow citizens "to act in solidarity with the Native peoples of the North in a common search for more creative ways of developing the 'last frontier' of this country". As a matter of policy, the message clearly stated that several conditions must be met before any final decisions are made to proceed with specific Northern development projects:

- a) sufficient public discussion and debate about proposed industrial projects, based on independent studies of energy needs and social costs of the proposed developments;
- b) achievement of a just land settlement with the Native peoples, including hunting, fishing, and trapping rights and fair royalties in return for the extraction of valuable resources from their land claims;
- c) effective participation by the Native peoples in shaping the kind of regional development, beginning with effective control over their own future economic development;
- d) adequate measures to protect the terrain, vegetation, wildlife and waters of northern areas, based on complete and independent studies of the regional environment to be affected by proposed developments;



4. Canadians need the opportunity and the time to engage in serious discussion and public debate about the directions their lives are taking, in particular their consumption of, and reliance upon, non-renewable resources. An energy policy should be developed for Canada by the people and not merely the "experts": it should include a nation-wide program for conservation and a concerted effort to develop alternative sources of energy including wind and solar.

5. And finally, a moratorium is necessary to examine the social and economic costs for southern Canadians of these large-scale industrial projects in the North. In some cases these projects will surely have a negative impact on inflation, employment, housing, social services, credit and Canada's rising foreign debt. In these cases, it is the poorest sectors of the Canadian population that are most directly affected.

Ultimately, a moratorium for these purposes would be for the greater good of this nation. It would be a time-consuming exercise but of vital importance to the future of this country.





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SUBMISSION TO  
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BY

ONTARIO NEW DEMOCRATIC  
PARTY CAUCUS

PRESENTED AT

**TIMMINS**

**NOVEMBER 23, 1977**



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO

THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

ONTARIO NEW DEMOCRATIC PARTY CAUCUS  
NORTH WING LEGISLATIVE BUILDING  
2ND FLOOR  
QUEEN'S PARK, ONTARIO

PRESENTED AT

TIMMINS

ON

NOVEMBER 23, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
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Royal Commission on the  
Northern Environment

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*Ontario New Democratic  
Party Caucus*this *23* day of *Nov* 19*77**Ag. J. J. J.*BRIEF PRESENTED TO THE HARTT ROYAL COMMISSION ON THE  
NORTHERN ENVIRONMENT

by

Jim Foulds, M.P.P. - Resources Critic

Marion Bryden, M.P.P. - Environment Critic

on behalf of the

Ontario New Democratic Party Caucus

Wednesday, November 23, 1977

8:30 p.m.

Timmins, Ontario





BRIEF TO THE HARTT ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

by the

ONTARIO NEW DEMOCRATIC PARTY CAUCUS

The task facing the Hartt Royal Commission on the Northern Environment is perhaps the most difficult and complex task to face a public body for many years. The appointment of the inquiry signified a last-ditch response by government to the wide criticism which its memorandum of understanding with Reed Paper Co. Ltd. provoked. The memorandum of agreement, which allowed - under certain circumstances - for the logging of 19,000 square miles in Northwestern Ontario, was made without public consultation, and without recognition of either the disastrous state of the province's forest management policy, the abysmal record of Reed Paper in the field of pollution control, or the devastating effects such a project would have on native people living within the cutting area.

The willingness of the government to give away our last remaining first growth forest - to grasp at any form of development for development's sake without regard to the long term social, cultural and economic impacts - is symptomatic of the lack of planning that has for so long characterized development in Northern Ontario. In the absence of an economic policy for the North the government has put itself in the position of having to accept any project or proposal that came along, on the pretext of creating jobs, because something is better than nothing.

However, isolated, piecemeal development has never been and never will be a satisfactory answer for the north. Such uncoordinated development, planned in isolation from those affected can only lead to the kind of confrontation and resistance between pro-development and anti-development factions which have given birth



to the Hartt Commission.

To redress the errors of the past and to change the traditions of development, it is the responsibility of this inquiry to set out a new overall procedure for the coordinated and rational development of Northern Ontario. Rather than assuming that development should take place and merely reacting to specific projects, the inquiry must take an active role in redefining our philosophy of development and in promoting alternatives to traditional forms of "growth" in the North. To this end, the Commission must provide a social, cultural and economic blueprint for Northern Ontario, for the next 50-100 years. As well, this blueprint must offer a procedure for dealing with future northern development which will allow such development to be carried out in harmony with the residents and interest groups of Northern Ontario.

To help formulate this blueprint we start by rejecting two extreme positions:

a) That development for development's sake is a good thing; that the north must and should accept any development offers it gets; that resources must be exploited, exported and the resource areas then abandoned. In other words, we reject the growth for growth's sake syndrome.

b) We reject that the state of "nature red in tooth and claw" is sacrosanct - not to be tampered with, and that not a twig, not a mineral, not a trickle of water should be violated to improve man's condition.

To use some obvious examples, the use of heating and clothing to make life in a northern climate tolerable is surely not only acceptable, it's just common sense. The use of medical science, especially preventive care, to improve health, safety, sanitary and dietary conditions in the





north is surely laudable and essential.

The task of the Hartt inquiry is to find and allow those technologies which modify and enhance our physical, social, cultural and economic environment and to reject those technologies that devastate and destroy our environment. There are certain fundamental principles and guidelines we feel the commission must take into account in establishing its blueprint.

1. The resources of the North belong to the people of Ontario and must be developed and maximized not to ensure the profitability of the resource industries, but to ensure that the benefits of development are maximized for the people of Ontario. In considering northern development proposals and processes, however, it is important to remember that 90% of the Province's population north of 50° is made up of native people, many of whom are still living in the traditional way. Too often, development has taken place as though northern Ontario was a vast, unoccupied source of wealth. Thus, we believe that in planning for development north of 50° special attention must be directed to planning which will:

- a) benefit native people;
- b) be sensitive to the development goals of native people;
- c) be compatible with the pursuit of traditional life styles.

2. To ensure that the wealth flowing from any resource exploitation that does occur remains to benefit the people of Ontario, the Province must capture all surplus profits generated from that exploitation. The recent crisis in Sudbury demonstrates the folly of allowing surplus profits to be removed from the province and indeed the country. Both Inco and Falconbridge earned most of their equity from the ores of Sudbury, only to invest it in developments in other countries - developments which can only undermine the position of the Sudbury basin. In the meantime, Sudbury remains underserviced, polluted,



demoralized, and to no small extent, unemployed.

3. A portion of the funds so generated should be used to promote diversification of the regional economy. The history of northern communities like Blind River and Geraldton and Sudbury demonstrates the dangers of dependence on single resources. Single resource communities are vulnerable on two fronts. First, they are vulnerable to the wild fluctuations of world resource marketing. The ores of Sudbury, for example, are far from being depleted, but Inco and Falconbridge have decided to curtail production there as a result of the overall world nickel situation. Second, single resource communities are vulnerable to the erosion of their economic base as their resources dwindle. The eventual depletion of the resource is inevitable in the case of non-renewable resources. The day a mine opens, no matter how long we project that it will last, is in fact the first day in the death of the community built to support that mine.

Renewable resources need not meet the same fate, but through poor management, as the history of towns like Blind River sadly demonstrates they too have become victims of resource depletion.

This inquiry must consider the means by which secondary industry based on our natural resources can be developed to broaden the economic base of northern Ontario so that the economies may be stable and withstand the wild fluctuations of world resource markets, and the boom and bust cycles of single resource towns. Examples of possible secondary industries are numerous. They include the manufacture of fur and leather products, mining machinery, furniture, skis, toboggans, thread spools, the cores that we wrap the paper on in the mills, and pulp residue based products such as tall oil, turpentine, acids, resins, lignosulphonates, sugar and



minerals. The Commission might also enquire into the development of service industries such as warehousing, accounting and research.

In examining the potential for these industries, the commission must reckon with the barriers which have prevented the development of secondary industry in the past. These include, among others, problems of funding northern development (through both public and private institutions) and problems with freight rates and passenger transportation.

4. In order that economic development may benefit the region as a whole the Commission must consider the extent to which secondary economic development can be dispersed among the resource based towns and communities rather than be concentrated in the already existing larger service cities of the north. In other words, planning must be truly regional.

5. Renewable resources must be managed on a sustained yield basis to promote the economic stability of resource communities and to ensure that future as well as present residents of Ontario benefit from our resource heritage. The deficiencies in present forest management policies have been well-documented. With current management practices, the Ministry of Natural Resources' own experts estimate that we may face wood shortages by as early as the 1980's. And the Ministry's Forest Production Policy (revised in 1976) states that the ministry's regeneration program, as now operating, would support a production target of only 5.05 million cunits by the year 2020. Yet the same report recommends a production target of 12.0 million cunits by the year 2025 which it tells us we can meet if we regenerate every acre we cut. This resource is too valuable to Ontario as a whole and to





the people of the north to allow it to go down the drain through sheer negligence.

The Hartt Enquiry must conduct a thorough investigation of the forest industry in Ontario/relving in part on the numerous studies that have already been done, and develop recommendations designed to maximize and sustain the yields of this most important renewable resource.

6. Non-renewable resources must be managed as well, so that the benefits accruing from them are maximized and sustained as long as possible. To this end, the inquiry must examine current deficiencies in mining policies and practices, with a view to avoiding or minimizing the types of crises that have beset Sudbury and Geraldton.

7. Methods of stimulating exploration for new resources and bringing them into development must also be a subject of this inquiry. Conditions which act as a disincentive to activity by local Canadians and give an edge to the large multi-national corporations must be examined and rectified.

8. Alternatives to the large scale multinational based resource developments which characterize the North should be explored. Such concentrated large-scale developments as Reed's proposed mill in Ear Falls or Inco's operations in Sudbury only exacerbate the problems of resource dependency and increase the vulnerability of communities to forces beyond their control. In addition, large scale development often precludes other necessary and viable social or economic activities. For example, a large scale logging project could preclude fur trapping in the designated area. Developments of a small scale, operated by and for people in the community



rather than by multinational corporations, would provide communities with greater control over their destinies and would, therefore, provide for a more stable future. Many of the secondary industries mentioned earlier such as the manufacture of wood products, and fur and leather products, could be developed on a community scale. In addition, the possibility of small saw mills, local logging cooperatives or small timber licences could be explored.

The disadvantage of large scale enterprises for local communities is amply demonstrated by this quotation from the Report of the Timber Revenue Task Force, 1975:

"The degree of integration and concentration present at almost all levels of Ontario's forest based industry has led to the exercise of a degree of oligopoly power, as witnessed by the current price strategy of pulp and paper producers. Rather than reduce prices in the face of the current market downturn, Ontario pulp and paper producers have turned to temporary shutdowns and operational cutbacks to soften financial pressures."

(This quotation applies equally well to Inco's current operations in Sudbury).

9. As well, we hope the inquiry will examine other general development areas, such as the proposals for energy developments in the north, the problems and prospects of the tourist industry, and prospects for joint public-private ventures in the North.

10. The inquiry must develop a procedure whereby all those affected by developments in the future will be consulted about projects from their conception and their concerns taken seriously. Only then can informed and acceptable decisions be made about the future. Only then can confrontations be avoided.



11. The inquiry must consider appropriate ways by which development can proceed with minimal damage to the physical, social, cultural and economic environment and by which advance knowledge of potential damage can be best determined. Means for establishing tolerable levels and rates of development for all concerned must be established.

12. Because the lessons learned from the development of the near north will play such a crucial role in the future development of the far north and because development of the far north will surely have an impact on communities of the near north, it is essential that the commission interpret as broadly as possible the phrase in its mandate "north or generally north of the fiftieth parallel of north latitude". One simply cannot separate or isolate the social, cultural or economic fabric of northern Ontario artificially by a line of latitude. The interests of one-industry towns of the near north such as Red Lake, Dryden, Kenora, Nakina, Geraldton, are inextricably interwoven with those of the far north. Even the life of the large centres of Thunder Bay, Sault Ste. Marie, Sudbury, North Bay and Timmins are linked to that of the entire northern part of the province.

If the task before the Commission is to be successfully completed, it must have the confidence and participation of all those affected by northern development. In addition, the procedures adopted by this inquiry could be seen as a model for future inquiries into development. As a result we consider procedural matters important enough to be given some attention at this time.





## Procedures

1. The hearings must be open, accessible and comfortable. Although formal hearings are essential, particularly when the subject matter is technical and/or complicated, there must also be informal hearings held in local communities in order that people feel free to express their concerns in a non-threatening setting. The Royal Commission must actively seek opinions, not merely passively hear them, and in order to do this, the hearings must be held in all places where there are concerned people.
2. To make sure that the Commission hearings are accessible to all those affected, hearings must be held in the smallest northern communities such as Sandy Lake as well as in the larger northern communities, and in centres in the near North such as Thunder Bay, Sault Ste. Marie, North Bay and Sudbury. In addition because the province as a whole is necessarily affected by what happens in the north, it is important that the Commission hold hearings in southern centres such as Windsor, Toronto and Ottawa as well.
3. The activities of the Commission must be free from red tape. Instructions should be clearly stated, but should not discourage participation. Already this commission has demonstrated a rigidity which may inhibit broad community involvement. Directions about submissions are unclear and unreasonable. For example, many citizens cannot easily produce fifty copies of a written brief. Surely it is part of the Commission's responsibility to duplicate briefs for non-profit groups and individuals. Time limits on informal presentations, distinctions between invited and uninvited participants, advance copy requirements, designation of probable topics for discussion, and difficulty in getting information about the hearings all suggest a formal, structured process, not receptive to individual informal concerns. And these are just the preliminary hearings - the "informal" ones.
4. We are pleased that the Commission has arranged that copies of presentations will be readily available at centres throughout Ontario. It would also be desirable, however, for the Commission to place in those same locations copies of all government and company documents presented at the hearings, as well as lists of all other relevant government and company



documents, including those not previously open to the public, which could be made available on request. The success of this Commission depends on the quality of the presentations it receives, and the quality of these presentations depends on access to information.

5. Social and cultural understanding of residents of the area cannot come from hearings alone. The Commissioner and the Commission staff should attempt, as much as possible, to really get to know northern communities and to learn to feel at home there. Have a cup of coffee in the Delmar Cafe in Beardmore. Visit and share a meal in Pikagicum. Immerse yourselves in the North.

6. Participants in the inquiry and residents of Ontario must be confident that the Commission is totally independent of the Government. After all, at least some of the problems giving rise to the Commission, have been caused by government. Inviting all government ministries to make presentations, and not extending the same courtesy to the opposition parties strains the credibility of the Commission.

7. Given that the funds for the Commission are subject to approval from the government and given that the government's own ministries are able to draw on their ministerial budgets to make their submissions, it is imperative that the Commission insist that adequate funding be made available to ensure that all non-profit constituent groups that wish to do so be able to make meaningful contributions to the inquiry. An inadequately funded inquiry is worse than none at all, for it gives the impression of broad participation when in fact because of lack of funding many are unable to make meaningful contributions.

8. As the Commission proceeds with its hearings, new developments will be proposed and in some cases begun north of 50°. Some of these projects now being proposed are the Reed timber license and pulp mill, Polar Gas, Onakawana and Hydro expansion. It does not appear to be the mandate of the Commission to make detailed recommendations about these projects. However, inasmuch as they will unalterably affect the future of the North, the Commission must monitor these projects and where appropriate issue interim reports to indicate its concerns and to ensure that the directions taken by the individual projects will not undermine the proposals of the Commission. It may even be appropriate for the Commission to include specific recommendations in such reports.



In conclusion, the NDP Ontario Caucus urges the Royal Commission on the Northern Environment to make every attempt to hear from all concerned persons and groups. Some of the means of ensuring their participation are easy - adequate, advance notice of hearings, accessible information; others are more difficult - relaxed, comfortable hearings, openness to ideas and problems.

The task before this Royal Commission is awesome but terribly important. Every government in this province, from Confederation on has failed to come up with a coherent plan of development in the North. We hope that this inquiry will succeed where others have failed in establishing a new course for the North - a course which will command the confidence of all the peoples of Ontario.

In closing it seems appropriate to refer to Alan Paton's marvellous novel, Cry, The Beloved Country. It was written some 30 years ago when there was still the hope that the tragic tensions of South Africa could be resolved in a harmonious and amicable way.

It contained a recurring leit-motif of the native phrase of departure: "STAY WELL: GO WELL". We would express those same words with all their overtones to this Commission:

In your search for equity, justice and balance between northern development and the northern environment: "STAY WELL: GO WELL" throughout the North.





SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

ONTARIO MINING ASSOCIATION

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



Ontario

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

ONTARIO MINING ASSOCIATION  
199 BAY STREET  
TORONTO, ONTARIO

PRESENTED AT

TIMMINS

ON

NOVEMBER 23, 1977

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BRIEF to  
The Royal Commission on  
The Northern Environment  
November 23, 1977





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## STRUCTURE OF THE ONTARIO MINING ASSOCIATION

The Ontario Mining Association (OMA) was incorporated in February 1920, by letters patent, as a Trade Association for the purpose of promoting and fostering mining, metallurgical and kindred businesses in the Province of Ontario.

The Association represents 41 producing companies. Smelting and refining operations are included in the membership, as are the mining divisions or subsidiaries of companies primarily engaged in other areas of industry: e.g., petroleum and steel. The Association does not include in its membership: exploration, diamond drilling, contract mining and shaft-sinking companies, or mining consultants.

The Association is administered by a Board of 15 Directors whose corporate affiliations represent both the various types of mining, metals and industrial minerals mined, and the different mining areas of the province. The Association employs a staff of three executives and a secretary.

In addition to the staff, there are 18 standing committees. These committees, with a total of approximately 120 volunteer members from industry, provide the Association with expertise in the wide variety of concerns that affect the mining industry throughout the province.



THE MINERAL INDUSTRY IN ONTARIO --  
PROVIDING WEALTH AND EMPLOYMENT

Ontario is Canada's second largest mineral producing province, and its largest producer of metallic minerals. The mining industry, principally located throughout Northern Ontario, directly employs approximately 44,000 persons. In addition, the industry indirectly supports the employment of some additional 200,000 - 250,000 persons, most of whom are located in Southern Ontario communities or elsewhere in Canada.

In 1976, this province's mineral production was valued at over \$2.6 billion, representing a value of \$311 for each person in Ontario. The Ontario Ministry of Natural Resources reports that minerals make up about 21 percent of the province's total exports; a significant percentage, since Ontario is Canada's most highly industrialized region and the leading exporter of manufactured products.

The province's metal production was valued at \$2.2 billion, or about 40 percent of the Canadian total. Ontario is Canada's leading producer of 19 minerals, including several which are the sources of major metals. For example, in 1976 Ontario's mines accounted for about 80% of Canada's nickel by value, 36.6% of copper, 31.1% of zinc, 23.2% of iron ore and 27.0% of silver.





ONTARIO MINING -- NORTH OF 50

In that part of Ontario lying north of the 50th parallel, the mining industry is represented by four underground mining operations and four open pit operations. While their production is included in the Ontario data as a whole, additional information regarding these companies is incorporated in the following table:

| <u>NAME OF<br/>MINE</u>                                     | <u>LOCATION</u>     | <u>MINERALS<br/>PRODUCED</u> | <u>TYPE OF<br/>MINE</u> | <u>DAILY<br/>TONNAGE</u> | <u>MANPOWER</u> |
|---|---------------------|------------------------------|-------------------------|--------------------------|-----------------|
| Campbell Red<br>Lake Mines<br>Ltd.                          | Balmertown          | Gold                         | U                       | 825                      | 321             |
| Dickenson<br>Mines Ltd.<br>(Inc. Robin<br>Red Lake)         | Balmertown          | Gold                         | U                       | 480                      | 240             |
| The Griffith<br>Mine  | Red Lake            | Iron<br>Pellets              | O                       | 15,200                   | 556             |
| Selco Mining<br>Corp. (South<br>Bay Div.)                   | Ear Falls           | Copper<br>Zinc<br>Silver     | U                       | 500                      | 73              |
| UMEX Corp.<br>Limited                                       | Central<br>Patricia | Copper<br>Nickel             | U                       | 4,000                    | 228             |
| *Mattabi<br>Mines Ltd.                                      | Sturgeon<br>Lake    | Zinc/Copper<br>Silver/Lead   | O                       | 3,000                    | 323             |
| *Lyon Lake<br>Div.<br>(Mattabi)                             | Sturgeon<br>Lake    | Zinc/Copper<br>Silver/Lead   | O                       | 1,000                    | 63              |
| *Sturgeon Lake<br>Joint Venture<br>(Falconbridge<br>Copper) | Sturgeon<br>Lake    | Copper/Zinc<br>Lead/Silver   | O                       | 1,200                    | 150             |

\*Note: These operations lie between the 49th and 50th parallel of latitude.



This total of eight operating mines scattered over a very large area of northern Ontario is in sharp contrast to the situation in 1950, when there were eight active gold mines in the Red Lake Area alone in addition to those in other regions of the North. The closing down of so many of these mines and the small number of active operations today in this vast northern area is for the most part the consequence of adverse economic conditions rather than ore depletion. The surviving mines still face the same economic problems, not the least of which are those which traditionally plague remote operations.



## THE POTENTIAL OF THE NORTH

The area north of 50 consists of two main physiographic regions known geologically as the Hudson Bay Lowlands and the Precambrian Shield. The main difference between the two regions is the type of bedrock: the Lowland is underlain by Phanerozoic sediments (sandstones, limestones and shales) whereas the Shield consists predominantly of very old (Precambrian) igneous and metamorphic rocks. Glacial overburden in the form of tills, gravels and sands is extensive and covers most of the bedrock.

Where the overburden within this general area has permitted prospecting and exploration, several significant occurrences of metallic minerals, non-metallic minerals and fossil fuels have been uncovered. Iron, gold, copper and niobium; phosphate, gypsum, high-quality limestone, silica sand and fire clay, as well as fossil fuel lignite deposits have been either explored or are in the process of development. In addition, near Sutton Lake, metasedimentary rocks, similar in age to Elliot Lake and Northern Manitoba, have been identified as a potential source of uranium. Rock types similar in composition and age to those found at Pine Point, N.W.T., and Ducktown, Tennessee occur in the Hudson Bay Lowlands. These rocks are considered to be favourable for lead-zinc mineralization.

It is estimated that there are a billion tons of potential iron



ore contained in a number of properties, of which the majority are north of the fiftieth parallel. These include North Spirit Lake, Lake St. Joseph, Eagle Island, Geraldton and Nakina. To become viable, operations on these properties would have to be in a position to compete economically with more accessible iron ore reserves in the Great Lakes region and elsewhere.

A lignite deposit at Onakawana -- a potential orebody that has been known of for 75 years but up to now not considered economically workable -- is now being looked at with renewed interest, and a feasibility study is under way.

These are only isolated examples of the potential for mineral development north of 50 -- potential which has not been explored and developed as it should have been because of lack of national development and the additional problems that the remoteness of the favourable areas present to the potential mine operators.

Exploration in the northern section of the province is of necessity slow and expensive due not only to isolation but also because of the heavy overburden covering much of the land. Unfortunately, modern exploration technology still cannot effectively penetrate much of the thick overburden in this area. Nevertheless the Ontario Mining Association is confident that many viable orebodies remain to be discovered and developed as exploration techniques continue to develop.





Mineral exploration should be encouraged in lands identified as having high, or moderate, potential for the discovery of mineral deposits, in order to locate and develop inground resources. A mineral endowment study should be a prime requisite covering the area North of 50. Exploration for undiscovered resources should be allowed to continue and subject to the Environmental Assessment Act.



COMMENT ON TERMS OF REFERENCE

The Ontario mining Association has carefully reviewed the mandate of the Royal Commission on the Northern Environment and notes the extensive range of investigation authorized therein and in particular the statement: "Time requires that the Commission focus selectively on a limited number of concerns such as small scale uses of natural resources and related technologies." While willing to contribute to the Commission's deliberations, the Association remains in doubt regarding the direction these deliberations will take. This presentation, therefore, will be confined to certain general matters the Association believes the Commission should be cognizant of, and with certain specific problems facing industry in the north.



## CONCERNS OF THE MINING INDUSTRY

### 1. The Time Factor

The OMA notes that the Commission does not expect to issue its final report for at least three years, and regards this as a matter of serious concern. The Association strongly urges that the Commission not be seen by itself and others to impose a delay on, or constitute a prohibition against, ongoing exploration and development in northern Ontario during this period of hearings and deliberations. Development in the north is at best slow, difficult and expensive. Regulations at present in force, such as the Environmental Assessment Act, necessitate very lengthy study and detailed reports. Additional delays and uncertainties will have the effect of further inhibiting investment in this high-risk, capital-intensive industry.

Similarly, the Commission's activities should not discourage prospecting activity in northern Ontario. The time factor in finding and assessing an orebody is already inordinately lengthy; any additional delays should, if at all possible, be avoided. The Association is also concerned that a clear distinction be drawn between existing and future industrial operations. In order not to jeopardize development already under way, we urge the Commission to specify that where applicable their recommendations apply to future development only.





## 2. The Location Factor

The old adage "ore is where you find it" is as true in northern Ontario as anywhere. Ore is where you find it, not where you would prefer it to be. This inevitably means that conflict will arise regarding the nature and limits of land use in the area concerned. The OMA urges a policy of sensible flexibility based on the realities of each individual situation. If, for example, a promising, economically viable orebody is found in or adjacent to a provincial park, its development should not be automatically vetoed. Considering the enormous area available for recreational purposes, reasonable adjustments can, and should, be made to permit the development of a productive mine.

This flexibility is also important for another reason. One of our provincial objectives must be the development of northern communities and industry as a viable alternative to the sprawling southern urbanization. Mining communities provide us with such an opportunity and indeed once established often become a focal point and community centre for other industry and support services.

## 3. The Factor of Remoteness

The OMA urges the Commission to take into account not only the special status of the north, as a distinct and different kind of community, but also the unique problems created by the nature of the land and its geographical remoteness from the principal centres of population in Ontario.



Industry can only be resource based

It is almost axiomatic to state that any northern industrial development will, of necessity, relate to one or other of the province's natural resources: mining, forestry, energy or recreation. The North cannot expect to attract normal manufacturing industries since such industry cannot overcome the natural obstacles typical of the region unless their dependence on natural resources outweighs these disadvantages. The transportation industry is in a like case. All segments of this industry are dependent on the natural resource industries for their prosperity. For example, few if any new rail lines have been built in Canada during the past thirty years except for the purpose of serving a new mining community.



Higher costs are a northern way of life

Plant operating costs are substantially higher than in the South due to many factors such as longer, and colder, winters. Unit costs of fuel are affected by the additional transportation costs in the North. Similar cost factors affect the living standards of individual Northerners. It is worth noting here that both industry and the individual in effect pay more in sales tax per item purchased in the northern section of the province than he would do in the South, since the sales tax is based on the higher retail prices common to the North. Industry is faced with extra labour costs due to the higher employee turnover and what can only be called "isolation pay," either direct or indirect.

Apart from the extra cost, community isolation is a serious cultural problem for most of those who choose to live in the North. Lack of normal recreational facilities, theatres, limited television, lack of many sports available in the South; limited educational and medical facilities all add to the problems faced by industry when endeavouring to recruit an adequate and skilled work force.

Any attempt to establish a new industry in the North will require a trade-off between the requirements of the industry and the environment. This does not imply a license to pollute but is a factual recognition of the requirements of mankind to live and prosper. The land required for any one mine is a



fractional percentage only of the north land mass in total. In the long run, all mine lands, including tailing disposal areas, can, using modern technology, be rehabilitated.

#### 4. The Energy Factor

The OMA is of the opinion that there is considerable undeveloped hydro-electric generating capacity in northern Ontario and urges that this potential be developed as necessary to help meet the need for electrical energy in the area. The Association recommends a re-evaluation of those hydro sites formerly considered to be too remote or marginal for development. Since most of these sites are too small to warrant development by Ontario Hydro, the Association proposes that private industry be encouraged to investigate and develop such locations as are suitable. The Association believes that the Government of Ontario should press for low-interest federal loans and other incentives to both Hydro and private industry for the development of hydro-electric resources in the North.

Again, the Association urges that environmental considerations be carefully and sensibly balanced against the pressing need for additional energy resources in this region of the province.

Since the supply and transportation of fossil fuels to remote





areas impose inevitable economic and environmental problems, the OMA strongly recommends that consideration be given to the use of nuclear energy as a relatively cheap, safe and reliable source of power for the foreseeable future.

#### THE ENVIRONMENTAL ASSESSMENT ACT

While recognizing that it is still an evolving piece of legislation, the OMA supports the present Environmental Assessment Act. The procedures as set out in the Act have been the normal procedures in the Mining Industry in Ontario for some years now and have proved highly effective. Mining properties such as those at Shebandowan, Sturgeon Lake and Pickle Lake have established the effectiveness of these procedures in determining the degree and type of contamination to be expected and the best procedures to minimize the adverse effects that may result from mine development.

Attached hereto as Appendix I is a copy of the OMA brief presented in December 1973 to the Hon. J. Auld, Minister of the Environment, in response to his Ministry's Green Paper on Environmental Assessment, September 1973.

The OMA's 1973 position with regard to the desirable procedures to be followed to establish the effect on the environment of a major mining development has been largely substantiated since that time. To emphasize the fundamental position of the OMA, the following paragraphs from the brief are quoted as follows:



## "The Need for Environmental Control"

The Association agrees, in principle, with the need for an "integrated consideration at an early stage of the entire complex of environmental effects which might be generated by a project." However, it is most important to keep environmental considerations and objectives in perspective. A critical part of preparing and reviewing environmental assessment documents must be a total benefit analysis so that the viability of a project is not assessed on environmental matters only. There will inevitably be a range of socio-economic considerations that the government must consider along with the environmental influences.

We recommend that the Ontario government more clearly and precisely define what environmental effects are to be considered. The environmental assessment document should only consider the effect of the project which would constitute a danger to the health of the general population of the area concerned, or to property, or the general effect on flora and fauna indigenous to the area. To investigate the "entire complex of environmental effects which might be generated" will cause onerous delays and expense that in our view is unjustified.

New mining operations beginning in virgin areas, perhaps more than any other new industrial project, must go through a formative planning stage before bringing the property into operation. Therefore, the Association agrees that the consideration of the environmental effects must commence at an early stage and be an integral part of mine planning.

## "Undue Delay, Cost & Disclosure of Confidential Information"

The mining industry cannot overemphasize its real concern about the possibility of undue delay, cost and disclosure of confidential information that it will face.

The time lag now between the discovery of an orebody and the bringing of that orebody into production is significant and averages about six (6) years. During this period millions of dollars are committed. Any unwarranted delay would be detrimental to the industry's ability to fund such ventures and thereby maintain the vital flow of minerals required by today's society."



SUMMARY AND CONCLUSION

In closing, the following points summarize the position, opinions and recommendations of the Ontario Mining Association:

- \* The mining industry is one of the most important and consistent producers of wealth and employment in the province.
- \* There is a definite potential for the development of resource-based industries north of 50.
- \* Mining is, and should continue to be, a prime factor in the economy of this area.
- \* Ongoing exploration and development of potential mining operations should not be delayed during the proceedings of the Commission.
- \* Recommendations for control of development should apply only to future developments.
- \* Development of promising mining properties should at no time be ruled out solely on the basis of location.
- \* The special socio-economic concerns of the north should be taken into account and intelligently balanced against environmental considerations.
- \* The provision of abundant hydro-electric and/or nuclear energy must be recognized as being of paramount importance to development north of 50.





The presence of a viable mining community provides a basic source of economic strength for the entire region in which it is located. Furthermore, it forms the socio-economic nucleus around which other industries, businesses and services can gather. Mining is the creative force and sustaining element behind the development of a stable society in the North. Any action or recommendation of this Royal Commission which encourages such development will be of benefit to the entire northern community.

The Ontario Mining Association appreciates this opportunity to present its view to the Royal Commission and would welcome the further opportunity of appearing before the Commission at a later date if this should be deemed desirable.



THE GREEN PAPER ON ENVIRONMENTAL ASSESSMENT

BY THE

ONTARIO MINISTRY OF THE ENVIRONMENT

SEPTEMBER 1973

a response from

The Ontario Mining Association

199 Bay Street,

Toronto, Ontario

D.R. LOCHHEAD

PRESIDENT

N.H. WADGE

EXECUTIVE DIRECTOR

DECEMBER 1973



## Introduction

The Ontario Mining Association is pleased to have this opportunity to present its views on, "The Green Paper on Environmental Assessment", dated September 1973.

The Association compliments the Ontario Ministry of the Environment for the approach it has followed in drafting this report, and for providing interested parties with sufficient time to formulate their responses.

The mining industry of Ontario is cognizant of the need to protect the environment from serious ecological damage. The mining industry has for decades lived with this concern and has striven to implement the best economically feasible control measures that research and experience has made available at any one time.

The Association recognizes the need for a formal environmental assessment review system for major projects affecting the environment. However, we are vitally concerned that industry and government be protected from the excesses that have become inherent in the United States environmental review system.

The following quotations, taken from "Environmental Policy and Impact Analysis", The Conference Board in Canada 1973, page 20, illustrates clearly the above concern.

### "6. The Bush Terminal Railroad Case.

Another case involving an ICC order indicates that an impact statement may be necessary even when it appears almost certain that the agency decision will not be altered by its results".

"In remanding the case to the agency, Judge Friendly, in his opinion for the court recognized that abandonment would probably be necessary in view of the physical and economical deterioration of the railroad and that the drafting of an environmental impact statement might prove a 'largely ritualistic act'. He emphasized, however, the need to prevent laxity in the observance of the NEPA procedures and to 'preserve the integrity of the statute'."



## Current Environmental Control

As stated on page 4, paragraph 2, of the Green Paper, "the preventive strategy for achieving environmental objectives is embodied in the existing approvals program of the Ministry of the Environment".

The program has been summarized as follows:

- . Project Description Prepared by Project Proponent
- . Review Co-Ordinated by Ministry of the Environment
- . Decision by Director, Ministry of the Environment
- . Appeal to Environmental Appeal Board
- . Further Appeal to County Court or Minister of the Environment.

The program, at the present time, embodies the necessary procedures and flexibility to insure that a meaningful, comprehensive environmental assessment review is undertaken and evaluated. In fact, the mining industry performs environmental assessments under this program for its new properties and is of the opinion that these assessments have been conducted in the best interest of the Province and the company concerned.

## The Need for Environmental Control

The Association agrees, in principle, with the need for an, "integrated consideration at an early stage of the entire complex of environmental effects which might be generated by a project". However, it is most important to keep environmental considerations and objectives in perspective. A critical part of preparing and reviewing environmental assessment documents must be a total benefit analysis so that the viability of a project is not assessed on environmental matters only. There will inevitably be a range of socio-economic considerations that the government must consider along with the environmental influences.

We recommend that the Ontario government more clearly and precisely define what environmental effects are to be considered. The environmental assessment document should only consider the effect of the project which would constitute a danger to the health of the general population of the area concerned, or to property, or the general effect on flora and fauna indigenous to the area. To investigate the "entire complex of environmental effects which might\* be generated" will cause onerous delays and expense that in our view is unjustified.

\* Underlining ours.





New mining operations beginning in virgin areas, perhaps more than any other new industrial project, must go through a formative planning stage before bringing the property into operation. Therefore, the Association agrees that the consideration of the environmental effects must commence at an early stage and be an integral part of mine planning.

### Phasing

The Association concurs with the concept of phasing and specifically that -

"environmental assessment should commence with the projects of its ministries and agencies and be generally extended to the private sector only when procedures have been streamlined to the point where unreasonable delays are unlikely to occur".

In our opinion the purpose for phasing is to insure that any system implemented is capable of meeting the environmental objectives of the Government without causing proponents any undue delay, cost or disclosure of confidential information. We, therefore, are concerned with the statement that:

"Nevertheless, it also seems desirable that a procedure exist to allow an assessment to be required, during the implementation period, of any private sector project which appears to involve a significant potential danger to the environment".

Referring again to page 4 of the Green Paper, the Government has an existing approvals program through its Ministry of the Environment, for private sector projects. In fact, to name but one, International Nickel's new mine at Shebandowan, Ontario is a major operation that was planned for under this existing approvals program, and which meets the environmental objectives of the Government.

We recommend that all new private sector projects continue to come under the purview of the existing approvals program of the government. The potential damaging effect of applying any untested system to private sector projects is a severe downside risk. The Province of Ontario is not in an environmental crisis situation, and therefore, can take the time required to test any new system by using the projects of its Ministries, and applying the existing approvals program to the private sector.



The Association agrees with the statement that -

"In Ontario, care should be taken to ensure that the phasing of implementation allows special consideration to be given to projects which are already 'in the pipe' ".

Projects already in the design stage should not be subjected to a change of the "rules of the game". It should, as well, be a fundamental tenet of any system that projects once approved should be protected from delay and litigation so long as they conform with the terms and conditions of their approval.

#### Undue Delay, Cost & Disclosure of Confidential Information

The mining industry cannot over emphasize its real concern about the possibility of undue delay, cost and disclosure of confidential information that it will face.

The time lag now between the discovery of an ore body and the bringing of that ore body into production is significant and averages about six (6) years. During this period millions of dollars are committed. Any unwarranted delay would be detrimental to the industry's ability to fund such ventures and thereby maintain the vital flow of minerals required by today's society.

Cost is a matter of concern because mining is a highly competitive international industry. Metal prices are subject to a variety of supply and demand factors and, therefore, are very volatile. Ontario is one of the major metal mining areas of the world and in recent years our position of prominence has been maintained because of the efficiency of our mining methods and metallurgical processes. More and more the industry must control costs in order to compete with less advanced nations who have sizable, easily recoverable reserves.

The Green Paper on page 14 states that based on experience the cost to proponents in completing an environmental assessment is less than 1% of the total project development costs. Noting that this figure is based on stated historical data, the Association believes that this percentage is questionable when applied to any new system. We believe that the percentage cost may well be significantly different among each of the four proposed systems, and that the cost under each will be higher than the historical cost figures.

Any system must provide for the confidentiality of information received. Premature disclosure can severely cripple a company's competitive position. Only pertinent information should be required



and the release of such information by government regulatory bodies to the public, if and when required, should only be on the authority and with authorization of the proponent.

### Public Participation

In the U.S.A. public participation, often the result of unreasonable legal action by interest groups, has resulted in serious confrontations and costly litigation. This has had a marked dilatory and damaging effect in several industries (e.g., hydro-electrical power) and is a matter that is of concern in the U.S.A.

For Ontario, we recommend that public participation be limited to the discretion of the Minister, and only involve local authorities and affected persons. The Government has the authority and expertise to determine on the Province's behalf whether or not the proponent's project will be a net positive benefit to the Province. Where and when public hearings are deemed advisable by the Minister of the Environment they should be held with the view of advising the local community about the project and listening to their views.

It is not the right of any interest group or member of the public to determine what is in the best interests of the Province. The *raison d'être* of our system of representative government is that the public interest is protected by the elected representative and this principle must not be forgotten or compromised.

The responsibility must rest with the Government to determine the benefits of a project, and to work with the proponent to mitigate any undesirable environmental effects. Public participation, when required, should be limited to the local public. Furthermore, their participation should be restricted to a reasonable time period. Unless public input is limited in time, the decision on the project will be delayed, and the risk of excessive costs increased. Once a favourable decision on the project has been reached, private intervention or litigation of any sort should be prevented unless the proponent fails to comply with the terms of that approval.

The Association, with the above reservations in mind, is prepared to recommend the adoption of System "C".

System "C" involves:

- Assessment Document Prepared by Project Proponent
- Review Co-Ordinated by Ministry of the Environment
- Hearing Held by Environmental Review Board at the Discretion of Minister of the Environment.



- Approvals by Minister of the Environment with Consultation were Appropriate
- Refusals by Cabinet.





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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT  
BY

NORTHERN ONTARIO HERITAGE PARTY

PRESENTED AT

TIMMINS, ONTARIO

ON

NOVEMBER 23, 1977



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E.P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

NORTHERN ONTARIO HERITAGE PARTY  
P.O. BOX 783  
NORTH BAY, NORTHERN ONTARIO  
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PRESENTED AT

TIMMINS, ONTARIO  
  
ON  
NOVEMBER 23, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
416/965-9286

MANULIFE CENTRE  
55 BLOOR STREET WEST  
ROOM 801  
TORONTO, ONTARIO  
M4W 1A5



Wednesday, November 23, 1977

Timmins, Ontario

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

Judge Patrick Hartt

Your Honour.

My name is Ed Deibel, Leader of the Northern Ontario Heritage Party. A Northerner from North Bay, Ontario. The people of Northern Ontario have been waiting for at least fifty years for a Royal Commission of this kind. You have been given a tremendous responsibility and you bring a renewed hope for social and economic justice to the North. The people of Northern Ontario now have an opportunity to share their concerns. I am pleased that you are here: Welcome to Northern Ontario. We have a saying your Honour - It's great to be a Northerner.

My Presentation and Brief, Sir, is that I strongly support development in Northern Ontario. I want to go on record and state that with good management and controlled development, with a good forest harvesting program

*or any other co., or corp. &*

I support the Read Paper Ltd., development north of the 50th parallel. We have to understand that we are dealing with renewable resources and must establish a good management policy for these renewable resources.

The Ministry of Tourism - The Ministry of Natural Resources and the Ministry of the Environment should work together and discuss in detail the inter-relationship they have concerning the tourist industry; the bad effect of pollution and the effect of a poor fishing and hunting management program in Northern Ontario. ✓

There is a need for a super fish hatchery in Northern Ontario. We need a

---



✓ good fish and wild life management program. We need a good forestry and timber management program, tourism and recreation paradise is all part of our great resources that we have in our lakes, rivers and streams. We cannot afford pollution or bad management of these resources. We must demand that the best technology in the world today will be used in developing Northern Ontario.

We must establish a policy for our non-renewable mining and mineral resources that would be dedicated to the principle of establishing the secondary industry potential and that 50% of our natural resources should be processed and manufactured to the finished product right here in Northern Ontario to create jobs for the sons and daughters of the North and create wealth for Canada. Northern Ontario, the treasure chest of Canada, is wild and beautiful and has 95% of the natural resources and 90% of the real estate of the Province. The task of developing Northern Ontario is going to require cooperation, trust, understanding, capital and human resources. The combined efforts of all levels of Government and the private sectors. Northern Ontario must be developed aggressively, orderly and steadily. We must have controlled development and proper management. Not exploitation on one hand and not a do nothing attitude on the other.

This challenge then lies before our Federal, Provincial and Civic government leaders, along with every individual man, woman and child in Northern Ontario. This is our land, all should be interested in what is going to happen and how. But with an open realistic mind we should ask this question - Should the character of Northern Ontario be determined by Southern Ontario? Industrialization of Northern Ontario is going to bring conflicts. Who is going to run the industrial machine and who is going to get the benefits. There is the constant threat that development will destroy the delicate balance that constitutes the good quality of life. We need a National Industrial Strategy in Canada.

We have a choice now between growth by accident or growth in an orderly, planned way. Northern Ontario could be the Industrial Heart of Canada and this is





where three to four million people should be living. However, a growing number of Northerners are saddened by the fact that we are being exploited, ignored, neglected and mismanaged with policies of greed and a disrespect for the characteristics, the culture and tradition of Northern Ontario.

#### Some of the Problems?

- The fact that the economy of Northern Ontario is well below that of the Province.
- The fact that we have economically depressed communities throughout Northern Ontario.
- The fact that the population of Northern Ontario is decreasing and thousands of our young people are forced to leave Northern Ontario because they cannot find a job.
- The decreasing population of Northern Ontario is a very serious problem; it breaks up our family units and forces our sons and daughters to leave home.
- The fact that 80% of the population and an even larger proportion of the economic and industrial activities occur in the Toronto Region.
- The fact that legislation and policies have been near criminal and have negatively effected the citizen of Northern Ontario, socially, economically, politically and culturally.

Because of these and many other facts the people of Northern Ontario are second-class citizens, and this creates conflict and alienation that is unacceptable as a condition of Government. We must have meaning and purpose for Northern Ontario.

#### Why are we treated so unfairly?

Why are we treated as a colony of Southern Ontario? - tons and tons of briefs have been sent to Queen's Park over the years with no action. One has to ask the question - Is democracy working for the people of Northern Ontario when we are forced to accept policies that are not in our best interest?

Because of these facts, on May 16, 1973, a New Province Committee was formed with a paid up membership of over 600 members. More than 600 persons signed a petition for a Vote on the Question of Creating a New Province for



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Northern Ontario. I'm prepared to present documentation on what has happened from May 16, 1973, to the final registration of a New Political Party for Northern Ontario, which took place on October 19, 1977. I want to prove that Northerners really have tried to get the Government to change its attitude and policies for Northern Ontario.

"Pollution"

How do we deal with existing pollution?

No. 1 - "Example" - Mercury In our Northern waters.

In May 1970 the Ontario Government banned commercial fishing on the English-Wabigoon River system and along the Rivers put up "Fish for Fun" signs warning people not to eat their catch. - - The Indians went on eating fish as they always did.

In February 1975, a cat from the area of White-Dog reservation was sent for an autopsy in Toronto. The cat had all its life been fed pike from the English-Wabigoon River system.

The autopsy revealed alarmingly high levels of mercury in the brain, blood, liver, kidney and hair of the cat.

It is medically acknowledged that if cats contract "Menomata Disease" from eating contaminated fish, it presents a very serious danger to the humans who eat it.

On September 29, 1975, a delegation of some 50 persons attended a three hour meeting. Frank Miller, Ontario Provincial Minister of Health; Leo Bernier, Minister of Natural Resources and William Newman, Minister of the Environment.





At this meeting Fred Kelly, President of the Grand Council of Treaty No. 3 of Northwestern Ontario, acting as spokesman for the group, presented a list of ten demands to the Ministers. They are as follows:

1. That the people of Grassy Narrows and White Dog be given a new protein source (alternative source of food).
2. That a new source of livelihood be given to these people.
3. That these people be compensated for their loss of livelihood.
4. That these people be compensated for any health problems caused by mercury pollution.
5. That every possible step be taken to clean up the environment in Northwestern Ontario and to stop industrial pollution in general.
6. That the polluters be brought to trial.
7. That collusion among Federal and Provincial governments and corporations cease.
8. That any abrogation of Indian Rights be rectified.
9. That clinical testing and other health studies be implemented immediately, and that results of the findings be released immediately.
10. That preventative cognizance be implemented immediately for Northwestern Ontario; that any possible source of industrial pollution be looked at.

I support these ten demands as reasonable demands.

- The side effects of our modern technology are closing in on us all.
- It is no wonder that the Native people are bitter, have a lack of faith, have a lack of trust. The point that the Native people are clearly making is that if that is your policy of development we, the Native people, don't want any part of your kind of development.

I don't blame them. Our record of pollution control in Northern Ontario is a disgrace. One of the key recommendations from this Royal Commission on the environment must be that -

The technology is now available to control pollution at the source and in the end is the most economical way to deal with pollution before it gets into our natural environment. //





We also should look at what mercury pollution has done to the Tourism and Fishing Industry in Northern Ontario. - Millions of badly needed tourist dollars have been lost.

NOW - this mercury pollution must be cleared up - who is going to pay the cost of the clear up?

The total effect of mercury pollution on the Native people and the economy of Northern Ontario is serious and politically stupid.

This Royal Commission on the environment should research all of the files that the Government of Ontario has, and all of the files that the Federal Government has, regarding mercury pollution.

In dealing with existing pollution the Environmental Protection Act, 1971, should be amended so that monies could be budgeted for existing pollution - clear up of air, land and water to be part of our natural environment of the Province of Ontario.

#### ENFORCEMENT OF THE ENVIRONMENT PROTECTION ACT, 1971

No. 2

On all industrial plants that are in place now; many of these plants are very old and, because of that, they are polluters. The Environment Protection Act is not being enforced in many cases. ✓  
This is a real concern.

No. 3

If we have the best technology that there is available in the world today the Environment Protection Act, 1971, can be enforced. Pollution can then be controlled at the source - protecting our natural environment - air, land and water.

The poor record of protection of our environment is hindering future development of Northern Ontario because a growing number of people in Northern Ontario are saying "We don't want any more pollution".



I understand that the industries must make a profit, but industry must understand that pollution will not be accepted as a trade off for jobs. Plus the fact that the tourist industry has to make a profit too.

For the tourist industry to make a profit they must have good fishing and hunting; good clear water in our lakes and rivers and a green forest.

There must be a partnership in the planning process to work together for the common good of Northern Ontario and its people.

---

#### HIGHER LEVEL OF EDUCATION FOR NORTHERN ONTARIO

The education opportunity and related facilities at advanced levels, should be available to the people of Northern Ontario. At present post-graduate studies beyond a Bachelors level are not available at Laurentian or Lakehead Universities. These study levels of Master and Doctoral degrees can be obtained in all regions of Southern Ontario from Ottawa to Windsor. Associated with education at this level are medical complexes that far surpass those found in the smaller hospitals of Northern Ontario.

Faculties of Medicine are not available in Northern Ontario. The personnel and the equipment of such schools would make first rate treatment available to many that are geographically isolated from it now. The population of Northern Ontario, 805,000, warrants a medical centre and service of learning of the type common to major centres in Southern Ontario.

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A NATIONAL INDUSTRIAL COMPREHENSIVE STRATEGY PACKAGE IS NEEDED IN CANADA

Such as - Foreign Ownership; National Transportation Policy;

National Energy Policy; Official Plan for the Province of Ontario.

To improve the output, productivity and competitiveness of the secondary



manufacturing sector as a method of rebuilding our economy. The strategy must be comprehensive and realistic. It must take into account the physical, financial, our technology and human assets to which this country has access. It must acknowledge where its strengths and weaknesses lie and where competitive advantages can be found. We must improve Canada's standing among the industrialized nations of the world, to make it a more attractive place for younger people to develop their talents, to have more control over future developments and to give the Regions a better economic balance. ✓

Northern Ontario must be part of a National Industrial Strategy for Canada. Northern Ontario yields 85 percent of the World's uranium. Northern Ontario has a known reserve of 20 billion tons of iron ore. Northern Ontario produces about 42% of the mineral value in Canada. Northern Ontario accounts for 73.6% of the Canadian nickel value; 37% Silver; 36.6% Copper; 31.1% of Zinc and 23.3% of Iron ore output.

Northern Ontario produces virtually all of Canada's platinum group metal output.

Northern Ontario is the World's third largest mine producer after the U.S.S.R. and South Africa. It would be noted that sixty miles west of Sault Ste. Marie is the centre of Canada. We have water, energy, almost every conceivable kind of natural resource, mineral or otherwise, a growing labour force. Water transportation on the Great Lakes, connected by rail and road to the major population and markets of Canada. I previously stated that we could become the Industrial Heart of Canada. - With these hard facts - why not?

Northern Ontario is a Planners and Corporate Executives paradise for industrialization.

---





## FOREIGN OWNERSHIP VERSUS 75% EQUITY OWNED BY CANADIANS

#1

The fact that we have too much foreign ownership in Canada now. Industrialization through foreign investment, which has produced a branch plant economy and the accompanying fragmentation of production, should be noted. It would be in the best interests of Canadian's to establish a National Industrial Strategy Policy that would be 75% Canadian owned and controlled. Consideration should be given to the adoption of the Employees Stock Ownership trust technique to facilitate the issue of shares by foreign controlled corporations to Canadians.

#2

Royalty payments in shares up to 50%. Consideration should be given to empowering the treasurer of Ontario to collect royalty payments in the form of shares once the 50% threshold is reached; royalty payments will be made in CASH if the Corporation thereafter issues further shares, the corporation could again be required to pay royalties in shares until 50% limit is reached once more.

#3

That all foreign owned companies stock be placed on the Canadian stock exchange and that their total Canadian operation be separate from their home country so that Canadians would then buy their stock in Canada to get 75% equity owned by Canadians.

There are many tools that may be used in a 25 year time frame to get at least a 75% equity owned by Canadians.

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## WE NEED A NATIONAL TRANSPORTATION POLICY

I am concerned that our present Transportation Policy has not received as much attention, as an important element of our total package of economic policies, as it might. This is especially so in terms of considering how well our





transportation policies and practices mesh with our other economic policies.

The system of freight rates within Canada operates so as to frustrate, to a considerable degree, our regional development programs. This results from the practice of charging lower freight rates to transport bulk, low value, unprocessed raw materials and charging higher rates as the degree of processing and manufacturing increases. This practise has two effects:

Firstly, it has the effect of encouraging shipments of relatively unprocessed raw materials from the producing region, thereby rendering it difficult to establish processing and fabrication facilities in the region, and that is applying direct to Northern Ontario.

Secondly, it has the effect of increasing the cost of shipments from other areas of the country to that region, thereby undermining all efforts to establish processing and fabrication facilities, or indeed establishing secondary manufacturing in Northern Ontario.

The freight rate policy is wrong and must be changed.

Water transportation on the Great Lakes is 18 times cheaper than rail and we have six harbour possibilities in Northern Ontario. We need to build a new Canadian lock in Sault Ste. Marie. - Develop the following harbour potential:

1. Fisher Harbour is about 75 miles from Sudbury, Little Current.
2. Parry Sound harbour.
3. Establish a harbour in Sault Ste. Marie
4. Wawa.
5. Marathon has some harbour facilities.
6. Thunder Bay has harbour facilities.

With these six harbour possibilities in Northern Ontario container cargo of freight and other supplies can be shipped in cheaper and finished products could also be shipped out cheaper. Water transportation on the Great Lakes - and really to the world, makes this natural advantage a big plus factor in development of Northern Ontario and Canada. In February 1977 one or two ice breakers were making their way across Lake Superior to Thunder Bay, opening a winter shipping lane. This Royal Commission should get the full details and



future plans of this study because a winter shipping lane on the Great Lakes would have a big impact on development in Northern Ontario. In fact, good harbour facilities at Thunder Bay could have an impact on development of Western Canada.

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### WE NEED A NATIONAL ENERGY POLICY

An oil and natural gas pipeline from Western Canada to Thunder Bay, to feed a steel mill and oil refinery with natural gas, is needed in the Timmins and Sudbury basin area. As part of the package for industrialization, Northern Ontario is going to need a large block of electric power. Where is the power going to come from?

We are shipping cheap power to the United States that we should be using in developing our manufacturing industries in Canada. That policy - or lack of policy - is effecting development of Northern Ontario. How much power are we exporting now? Ontario hydro is exporting electric power. Quebec hydro is exporting electric power from James Bay. How is this exporting going to effect our future needs on long term contracts? How much hydro electric power is produced in Northern Ontario? And How much power do we use in Northern Ontario now? - We must get these answers.

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We need an official plan for the Province of Ontario.

For complete and total planning of the Province terms of reference, for starters, should be that:

- A. there will be no more steel mills established in Southern Ontario.
- B. there will be no more smelters established in Southern Ontario.
- C. there will be no more mineral or oil refineries established in Southern Ontario.



- D. that the prime agricultural land of Southern Ontario be preserved to grow food.
- E. long range land use - total planning

This document would be helpful in order to arrive at useful decisions on Major Planning Matters and would direct development where it is badly needed.

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### A NEW PROVINCE FOR NORTHERN ONTARIO

The geographic, historic, cultural, economic and political differences between Northern Ontario and Southern Ontario cannot be hidden nor ignored. The unique identity and character of Northern Ontario and its people has survived and even grown during the years.

Northern Ontario will always remain a hinterland for Southern Ontario exploitation; a colony of the South; a place from which to derive raw materials and talented colonials to benefit Southern Ontario - as long as Southern Ontario is permitted to do so.

A more basic and far-reaching alternative is the establishment of a New Province in Northern Ontario. There is much merit in this plan. It is not a new plan, it has been considered seriously four or five times in the last 75 years. It would give the political and economic decision-making power in the North to those who must live by those decisions.

A New Province in Northern Ontario would serve to revive the drooping morale of the residents of Northern Ontario and to place full responsibility for their welfare on their own shoulders - 'this is real democracy', - rule by the people themselves.

Revenue from the immense mineral deposits of Northern Ontario would then return to be used for improvements - the people are already acutely aware of their needs and problems. Northerners would then be permitted to utilize their share



of the immense profits being made from their resources, to satisfy their needs and to solve their problems.

---

In conclusion, Sir, as a proud Northerner, in the land that I know, respect and love, I have given you some idea of the great magnitude of potential development that should take place in Northern Ontario.

The stakes are high because this Royal Commission on the Northern environment vision will determine the future of Northern Ontario and 805,000 people who now live here.

Thank you.

Ed Delbel, Leader,  
Northern Ontario Heritage Party





1. Tons and tons of briefs over the years. - Committee of the North 1966.
2. Pollution from the pulp and paper mills, and mining. Elliott Lake and other areas. Reed Paper, Abitibi Paper, Kimberley Clark.
3. A Strategy for Tourism Development 1977.
4. Final Report on Economic Nationalism 1975.
5. Design for Development. A Proposed Strategy, March 1976.
6. The Mining Act and Mining in Canada (1917), 1976.
7. The Environmental Protection Act, 1971.
8. The Ontario Water Resources Act, 1970.
9. Ontario Tourist Industry, 1965.
10. The Ontario Metal Mining Industry, 1977.
11. Ontario Mineral Review, 1975.
12. Ontario Energy Board Report. Part 1 and Part 2. 1975, Page #50.

Plus letters, copies of speeches and other documents.



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

ONTARIO FEDERATION OF  
ANGLERS AND HUNTERS

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E.P. HARTT  
COMMISSIONER



SUBMISSION TO

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No. 96

Royal Commission on the  
Northern Environment

This exhibit is produced by

*Ontario Federation of  
Anglers and Hunters*

this 23 day of Nov 1977

*Squawam*

ENVIRONMENTAL CONCERNS FOR AREAS  
NORTH OF THE 50TH PARALLEL

ZONE THREE  
JAMES BAY FRONTIER

THE ONTARIO FEDERATION OF ANGLERS AND HUNTERS INC.

NOVEMBER 1977





## INTRODUCTION

The Ontario Federation of Anglers & Hunters, is an organization devoted to promoting sound environmental management with emphasis on this Province's fish and game resources. Further concern also being placed on the maintenance of those liberties the outdoors people of this Province enjoy in their various recreational activities. Because of the Federation's 17,000 membership as well as the fact that this membership is derived from all areas of the Province, the Provincial Government has recognized the Federation as a major voice of the organized sportsmen of Ontario.

The Federation has a fifty year history of conservation work in the Province and has submitted many briefs as well as resolutions to the Government, on matters deemed worthy of their attention in the area of fish and game management. Most recent brief of note, which has had many of the suggestions encompassed therein established as management policy, is our "Moose Management Brief". The various other briefs and resolutions are too many to be presented here and any question of the Federation's credibility may be directed to the Ministry of Natural Resources. Their recognition of the Federation is of public record.

While affiliated clubs of the Federation are concerned with the conditions in their given local, situations requiring input to the Ministries of the Government are attended to by our Executive Board of Directors, composed of twenty-four representatives from the six geographic zones in the Province. Each zone has a Chairman and Board of Directors to deal with it's regional affairs.

It should be noted here that this presentation is made by the Directors of Zone Three, The James Bay Frontier, for their region.



OUR ENVIRONMENT

To clarify any question as to what we are addressing when we use the term "Environment", we are thinking of the terrestrial and aquatic communities on which this biosphere depends for it's ability to able to sustain human societies.

The Socio-Economic Environment, while every Federation member may enjoy it's benefits and desires to see it maintained, has been given less important position in our concerns than the Natural Environment. We have reason to believe, that when the Natural Environment can no longer support indigenous flora and fauna of any given area, then that area may not likely support human presence much longer as well.

Therefore, we Federation members of the James Bay Frontier, deem it of the utmost importance, that our concerns be brought to this commission's attention. Our close association to the natural resources of this Province through our varied vocations and recreational activities, justifies our comments.

Due to the lack of development in the area above the 50th parallel in the James Bay Lowlands, we will direct the commission's attention to the Preliminary Environmental Report by Task Force Onakawana. This is one of the few studies we know of regarding a proposed development of such vast environmental concerns in this region. Other studies and such material we may refer to, relate to this region by example of Resources Development by Industry in the north of Ontario. The practice of Industry and Government in developing remote Northern Resources, must be accepted as legitimate reference for possible future enterprises in the area this Commission is concerned with.

We repectfully request the Commission to accept these examples as the only available information base for input to this study.



## ENVIRONMENTAL ISSUES

While we do not wish to point a finger at any one specific sector as being the only participant in this tragedy, we will use typical types of problems as may be found in resource development. All of the situations we shall refer to may be found properly documented in the files of the Ministry of the Environment.

### MINING CONCERNS:

We will start by making note of the lack of concern and control of Mining Companies, in past years, in the discharge of pollutants into the aquatic environment.

To the west of Timmins we have the remains of a base metal mine known as the Kam Kotia Porcupine Mines. This property is located about one mile north-northeast of Kamiskotia Lake. This is a very popular recreational resources and it's waters flow into the Mattagami River watershed. Even though this mining operation has been closed for some time now, the old tailings disposal area is contaminating the area of the lake. Whatever the reason, be it poor engineering of the disposal site or erosion of a well engineered site, we still have this important water resource under assault by the disposed mine wastes. The Ministry of the Environment is working on the problem, however, we must ask who is financing the control work?

With regards to asbestos mining and short fiber asbestos in waste disposal dumps, we should look to the east of Matheson, Ontario. Here we will find a waste disposal dump rising several hundred feet above the normal ground elevations. The content of short fiber asbestos in this waste rock is a health hazard and the structure of the dump is such to allow erosion by wind as well as rain. Our water resources is again put under stress from mine wastes.



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MINING CONCERNS: (cont.)

The mine east of Matheson is an old operation now closed, but when it was operating, asbestos fiber contaminants were not of any great concern to the health of the public.

However, at this point in time we have seen some operations in the asbestos industry closed due to this health hazard. Yet, we are given to understand a permit was issued for the development of such a waste rock dump, the allowable height to be in the order of four hundred feet above normal ground levels. This was for the proposed mining operation in Matachewan and this waste dump was to be allowed even when short fiber asbestos content of the waste was known.

It would appear there is some question in the Ministry of the Environment at Queen's Park, regarding this material as a health hazard or due to the remote area, the hazard was ignored.

The Task Force Onakawana Report, page 5, recommendation #4, suggests relaxation of regulations might be extended in remote areas.

SMELTING AND REFINING:

With regards to atmospheric contamination and elevated acidity of the norths aquatic communities, from smelting operations.

Considerable evidence has been amassed on the subject of sulphuric emissions. Biochemists of the University of Toronto and McMaster University have documented fallout of diluted sulphuric acid throughout Northern Ontario. They conclude, that smelting operations in the north, with the resulting discharges of sulphur and sulphuric gases are causing the water quality in many lakes to become more acidic, than the fish populations can tolerate.

Much of the fishing in Northern Ontario is for lake trout, which is a species requiring pristine water quality. When the lakes become depopulated of lake trout, it becomes almost impossible to return this species to it's original numbers because stocking has not proven to be an answer.





SMELTING AND REFINING: (cont.)

The Ministry of Natural Resources statistics show a return of hatchery fish of one for every 200 planted.

Evidence will be submitted to the formal hearings to demonstrate the range of fallout from the Inco stack in Sudbury. It is suggested by a scientist that even Timmins is affected during the summer months. It has been proven by a team of scientific consultants hired by a Tri-Town conservation club, that the Lady Evelyn Watershed is definitely affected. In addition, National Geographic Magazine published photographs from the American Sky Lab Space Experiment, showing the range of the contaminants from the Sudbury stack. But, contamination in the Sudbury area has been reduced to allow growth of flora again.

FISHERIES RESOURCE:

As anglers, we are very concerned over the decline in our Fisheries Resources, both as a Recreation Resource and as a Food Resource. We have had reports presented to our members regarding in-depth studies of this problem. We direct the Commission's attention to the Federal-Provincial Committee for Strategic Planning of Ontario Fisheries Reports. This Committee has found a number of problems requiring immediate attention as well as causes for the loss of certain gene pools.

The declining quality of Ontario's water resources is alarming, but we are told that the remaining fifty percent still pristine, will be lost at an even greater rate than what we lost the first half. It follows that as remaining water resources are lost, there will be a proportion of the indigenous fish species lost as well.

We cannot help reflect on the cautions made by Task Force Onakawana, in regards to the fragile ecosystems of the area north of the 50th parallel. (Onakawana Report, page 5, recommendation #4.) "That the acknowledged fact that the proposed site of the development at Onakawana is remote and is not



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FISHERIES RESOURCE: (cont.)

rich in forest, soil, wildlife and other resources, as compared with some naturally productive regions of Ontario, not be considered justification for any relaxation of the regulations designed to protect the environment and that the environment not be damaged to an extent considered avoidable and be restored as quickly as practicable."

Likewise, the Strategic Planning of Fisheries Report recommends protection of indigenous gene pools of unique aquatic communities and the pristine quality of waters of remote areas.

HYDRO ELECTRIC DEVELOPMENTS:

Ontario Hydro has stated in their information to the public study group for the "West System Plan Development", that all economically feasible hydraulic electric generating sites, have been developed in Ontario. Ontario Hydro has therefore been in pursuit of thermal generation sites to generate their electrical energy. There are a number of contaminants possible from such sites, but we will refer to one class. This is Thermal Contamination of an Aquatic Community.

"Once Through Cooling" is a method for cooling electrical generation plants using fossil or nuclear fuels. Bearing in mind the stated caution from the Task Force Onakawana Report, we find this type of cooling to pose one of the greater environmental hazards north of the 50th parallel. Because of the control by Hydro of the major river systems to Southern James Bay, there is very little flow during low water level periods of our normal winters. It would appear tragic results could be expected from a thermal electric generating plant, operating north of the 50th parallel.

With reference to suggestions for storage of additional waters as a supply for diluting plant discharges, it appears feasible, however, we direct attention to the other side of the coin, very often overlooked. Fish kill due to "cold shock", as occurs when



## HYDRO ELECTRIC DEVELOPMENTS: (cont.)

such a plant shuts down in winter and down stream temperatures return to normal winter lows. This effect has been documented by the Department of Zoology, University of Alberta, August 1974.

## SILVICULTURE TECHNIQUES;

The Ministry of Natural Resources and the Forest Products Industry have been haggling over harvesting techniques for some time now. All the while clear cut harvesting in the Boreal Forest continues, when it is know this is not the way to harvest for food forest and game management. Basic textbooks on silviculture, clearly states the hazards of clear cut harvesting the northern Boreal Forest and specify modified clear cut as more proper. This method allows a stand of mature forest around the area that is harvested, providing habitat for game and protection from soil erosion. The Ministry of Natural Resources has a position paper on this subject as well as documented that this harvesting method is commercially feasible. Any thought of harvesting our northern Boreal Forest without this new modified clear cut being used will cost us both wildlife and forest.

Due to the modified continental climate of the James Bay Lowlands this area has a normally late spring and short growing season. This is unlike the climatic conditions of other regions north of the 50th parallel, say in North Western Ontario towards the Manitoba boarder. Both flora and fauna of our region find survival difficult without haphazard intrusion of environmentally unsound development.

## ENVIRONMENTAL SUPERVISION:

With the vast areas of Northern Ontario, the many old problems that exist at present, coupled with the developments forthcoming in the Resource Industries, there is far too little supervision of possible problem areas. The regional Ministry of the Environment offices are taxed beyond their capacity and at the



## ENVIRONMENTAL SUPERVISION: (cont.)

same time must contend with the obvious lack of understanding demonstrated by Queen's Park. If there is to be effective **control of development** in the north, greater local autonomy and manpower considerations must be granted. Relaxation of some regulation may not appear of significance in the south where loss of six inches of top soil means little, but in the north it signifies the destruction of the given area. We have tried to demonstrate this situation from commonplace examples of Northern industrial development.

### CONCLUSIONS

If we are to believe the Federal and Provincial Fisheries Reports, immediate steps must be taken to protect the Pristine Water Resources of Northern Ontario and the Indigenous Aquatic Communities therein. Development of the fragile areas above the 50th parallel must only be considered in light of the unique character of the region.

Further, if our forests are to support industry beyond the short term interests of certain enterprises as well as provide natural habitat for game and protection of the aquatic environment, the Ministry of Natural Resources position paper on clear cut harvesting, must be put into effect immediately, without change from the original document. Both flora and fauna in all the Boreal Forest requires this change in management.

Further still, we must conclude from a statement in the preliminary report from Task Force Onakawana, that Queen's Park may interpret regulations in a different way relative to the situation and its remote location. This practice must not prevail for northern developments. At the cost of losing a few jobs, we cannot allow further degrading of the environment. We have the technology to do many things and when given the choice of no development or a clean industry, we suggest that there will be improved methods to allow development.





CONCLUSIONS (cont.)

Government must protect the vested interest of the public at large, not just the commercial interests within our system. Commitments of increased manpower and autonomy in the Ministry of the Environment for the North, are seen as the only way to protect this environment.



## 1. TERMS OF REFERENCE

The mandate of the Commission must be enlarged to permit the Commission to examine into questions of the environment from the 46th parallel, or north of highway no. 17.

The OFAH Zone Three executive doubt the good faith of the government in restricting its geographical overview. We feel that the government has unfairly limited the Commission's perspective in not permitting it to examine the current problems just south of 50 but within what most Northerners consider to be Northern Ontario

How can this Commission assess northern environmental problems, without knowing the types of problems the northern environment has already been afflicted with.

We feel the government in not permitting the Commission to delve into these questions, is in fact giving itself an "out" if it chooses to disregard the Commission's recommendations. For the government to ask the Commission to assess the future without viewing the past is ludicrous.

It is apparent to us that mining smelters will continue to be built in northern Ontario and possibly north of 50, and without an assessment of current and past environmental problems caused by mining smelters in Northern Ontario, we feel the government's good faith is questionable, and the credibility of the Commission itself is at stake.

The Executive of this Zone consider this first conclusion so very important that it debated for one hour the other night the issue whether OFAH Zone Three would make a further submission of the formal hearings without this amendment.

## 2. ENVIRONMENTAL SUPERVISION

We have great respect for the local officers of the Ministry of the Environment and the conservation officers of the Ministry of Natural Resources.

They have one problem--their area of supervision is too large for their numbers, and consequently even through overworking, they can't possibly do the job that is required.

In addition they need autonomy from Queen's Park. Northern environmental questions cannot be decided in Toronto and the recommendation of the northern officers demand and must receive immediate attention and respect.



The local officers of the Ministry are required to patrol 88,000 square miles with three full time men. They have conceded to us that they are in desperate need of more staff.

### 3. ENVIRONMENTAL STANDARDS

If current regulatory air emission standards are not revamped we feel that the Sudbury emissions problems will be repeated in the North. We recognize that some smelting operations have made considerable progress in reducing emissions, but we understand that the Sudbury complex still spreads annually 1.6 million tons of sulphur dioxide.

Bigger stacks spreading the emission further so as to comply with the standard set by Air Management for sampling and measurement at the property line is not the answer. Dilution is still pollution, and the continuing depopulation of fish stocks in the Millarney Lakes attests to this.

The test of contamination, quite simply, is going to have to be a "stack" test. The technology for scrubbing the sulphur out of the gases, if not yet available, will not be made available without the pressure of legal dictate.

### 4. ONAKAWANA DEVELOPMENT

If development can be guaranteed to occur consistent with sound environmental principles and subject to the necessary compliance with the province's Environmental Assessment Act - namely an impact hearing open to the public, and if resources need and not make-work is the justification, this Zone sees no reason why it should not proceed.



### REFERENCE MATERIAL

Report from Task Force Onakawana, Ministry of the Environment, January 1973.

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Lake Michigan Cooling Water Studies Panel, Working Document, U.S.A. Environmental Protection Agency & Pollution Control Agencies of Illinois, Indiana, Michigan and Wisconsin, Edited by C.D. Meyers, 1975.

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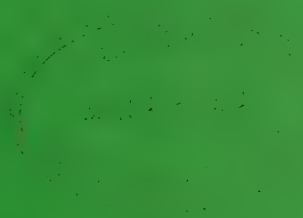
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NORTHERN COLLEGE OF  
APPLIED ARTS AND TECHNOLOGY

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



ROYAL COMMISSION  
ON THE NORTHERN ENVIRONMENT

THE HON. MR. JUSTICE  
E.P. HARTT  
COMMISSIONER



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ON

NOVEMBER 23, 1977

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MANULIFE CENTRE  
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No. 97

Royal Commission on the  
Northern Environment

This exhibit is produced by

*Northern College*

this 23 day of Nov 1977

*Sgt. J. H. Drysdale*

INITIAL BRIEF

to the

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

on

ADULT EDUCATION AND TRAINING IN THE JAMES BAY AREA

This brief is not presented as a representation of the Indian people of the James Bay Coast. The Indians are quite capable of representing themselves. This brief discusses the provision of training to the adult Indian in the James Bay area.

J. H. Drysdale, President

Northern College of Applied Arts and Technology

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## INTRODUCTION

Northern College for a number of years has been responsible for the provision of training programs to the adult Indians living on the west coast of the James Bay area in the villages of Winisk, Kashechewan, Fort Albany, Attawapiskat, and at one time in Moose Factory. These programs have been given in consultation with the Indian Chiefs of the villages and in cooperation with the Federal and Provincial Departments of Manpower and the Ministry of Colleges and Universities.

The training given was to form the basis of a development training plan for the Indians in the above northern villages, and we appreciated that education without personal, social, skill and economic goals could not hope to be successful. However, we have continued to offer programs on the basis of immediate need and in the hope that someday a development plan will be produced locally in each village and for the James Bay area.

Northern College has endeavoured to be a resource service to the Band Council, providing not only training, but also advice and support in the development of saw mills, community buildings, an arts and crafts building, business ventures, etc.

In the past the college has encouraged and supported committee structures to integrate education and development with little success. Shortage of funds, conflicting policies, a lack of information on development being undertaken by others which requires educational support, the short term duration of employees in some government departments in the James Bay area have all contributed to education as a means of expediency rather than as a means of development.

Northern College maintains a five-year plan of educational development in the James Bay area. However, as the area begins to develop, there is a great need for closer cooperation with all government departments associated with the James Bay area.

## RECOMMENDATIONS

The James Bay area needs an integrated adult educational service. A service which will bring out the concepts as outlined in the college's five-year plan associated with the personal, social and skill development of the individual in the villages and in the area as a whole.

Any further developments in the James Bay area must be integrated with academic and vocational training.

Education, whether it is academic or vocational, must not be a matter of expediency, but should be in conjunction with an overall plan in cooperation with all the Indian people, provincial and federal government departments, volunteer agencies, etc. This has been organized by the college in the past, but it is not possible for an educational institution to demand cooperation.

What is needed in the James Bay area is an adult Indian educational and training centre, probably located in the James Bay Education Centre, which centre would work with and assist each village in their educational and training development plans. This proposal has been suggested in the past but regrettably has not been implemented, to the disadvantage of the Indian people.

The mandate of Northern College is to provide for all the peoples in Northern Ontario, and the Board of Governors are in support of this mandate. It would not be the intention of the Board of Governors to take over the educational programs for the adult Indian, but to assist the Indian people in the development of their own programs in their own facilities. It has always been the policy of the college to provide Indian counterpart teachers. The college has a training program for adult Indian teachers specifically for the James Bay Coast, and it would be the intention that if the college was requested to assist the Indian people in developing this adult Indian centre it would do so with the intention of staffing the entire operation with Indian administrators, faculty and support staff, and as soon as the educational operation is viable over a specific period of time would withdraw from the operation and act only as a resource institution as required.



SUBMISSION INFORMATION SHEET

Date: December 6, 1977

- (1) 2 sets of 20 <sup>copy</sup> ~~copies~~ of the attached Submission from:

Northern College of Applied Arts & Technology  
Porcupine Campus  
P.O. Box 2002 - Highway 101  
South Porcupine, Ontario  
P0N 1H0

Attn: J.H. Drysdale - President  
Phone: 705/235-3211

received in this office on November 17, 1977

- (2) Receipt of the Submission was acknowledged on November 18, 1977  
(3) Original Submission and correspondence in File No. 00091

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NOTES:

Formally presented to the Commission at the Hearings held:

in Timmins

on November 23, 1977

and identified as Exhibit No. 97



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT  
BY

COCHRANE TEMISKAMING WORKING GROUP  
FOR THE DEVELOPMENTALLY HANDICAPPED

PRESENTED AT

TIMMINS

NOVEMBER 23, 1977



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY  
  
COCHRANE TEMISKAMING WORKING GROUP  
FOR THE DEVELOPMENTALLY HANDICAPPED

PRESENTED AT

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ON

NOVEMBER 23, 1977

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No. 18

Royal Commission on the  
Northern Environment

This exhibit is produced by

*Cochrane-Temiskaming Group*

this 23 day of Nov 1977

*S. J. J. J.*

INITIAL BRIEF

to the

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

on

DEVELOPMENTALLY HANDICAPPED IN THE JAMES BAY AREA

J. H. Drysdale, Chairman

Cochrane Temiskaming Working Group for the Developmentally Handicapped

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Royal Commission on the

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## INTRODUCTION

This initial brief is being presented by the Cochrane Temiskaming Working Group for the Developmentally Handicapped, which group is responsible for the planning to meet the needs of the developmentally handicapped through the Districts of Cochrane and Temiskaming. The working group was appointed by the Ministry of Community and Social Services, and its mandate includes the planning for the developmentally handicapped in the James Bay area.

It is a policy of the Ministry of Community and Social Services to bring about the normalization of the mentally retarded, and to give them the opportunity to live as normal a life as possible.

To this end the Cochrane Temiskaming Working Group is developing a five-year plan for the developmentally handicapped, which plan includes the need and provision of the following:

### Children's Services

- early identification and assessment
- preschool program
- residential services
- family support services
- education
- specialized treatment

### Adult Services

- continuing adult education services
- vocational rehabilitation services
- daily activities for retarded adults
- special treatment and training facilities
- protective services

### General Services

- public education on prevention

## THE JAMES BAY AREA

The working group has only recently begun to establish the needs of the developmentally handicapped in the James Bay area, and the purpose of this brief is to ensure that the Commission is aware of the need of these services in the James Bay area. Any growth or development in the James Bay area must take into consideration this group of persons whose needs have not been met in the past. There are no facilities for the adult developmentally handicapped in the James Bay area and limited facilities for the children.

It is undesirable to bring native children or adults out of their communities and endeavour to bring about normalization away from the habitat of the Indian.

It is possible that through the local people and the working group that facilities and services might be provided for the Indian people in their own environment. However, we consider it sufficiently important to bring to the attention of the Royal Commission on the Northern Environment the unmet needs of the developmentally handicapped in that area. It might be that such unmet needs will be provided for through the working group process; however, it is one aspect of the northern environment that deserves attention in any proposals to develop the area either personally, socially or economically.

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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

CANADIAN ENVIRONMENTAL  
LAW ASSOCIATION

PRESENTED AT

TIMMINS

NOVEMBER 24, 1977



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
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No. 99

Royal Commission on the  
Northern Environment  
This exhibit is produced by

*CELA*

this *24* day of *Nov* 19*77*

*S. J. [Signature]*

Submissions

to

The Royal Commission on the Northern Environment



by the

Canadian Environmental Law Association

November 24, 1977





CANADIAN ENVIRONMENTAL LAW ASSOCIATION'S SUBMISSIONS

to the

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

The major concerns of the Canadian Environmental Law Association (hereinafter referred to as "CELA") with respect to the Royal Commission on the Northern Environment are in relation to the effectiveness of the Commission & procedural rules & guidelines.

Part One of the Association's submissions deals with the independent and effective operations of the Commission; Part Two suggests procedural guidelines that will facilitate the operation of the formal hearings. All of these submissions are proposed in order to assist the Commission in carrying out its mandate in the most efficient manner possible, while assuring the opportunities for public participation are maximized.

While it is not the intention of the Canadian Environmental Law Association to discuss the substantive issues in this submission, the Association would like to submit an introductory remark regarding employment in Northern Ontario. The importance of employment for the Northern Communities is recognized. However jobs, and development, should not be at any cost. Continuation of existing jobs & development of new jobs for the North should be considered in light



of their benefit to and compatibility with the North. In all instances, development should not be development that will simply service southern communities, but reasonable development that will be in harmony with the northern environment and result in long term benefits to the northern community.

## PART I

### Submissions in Relation to the Independent and Effective Operation of the Royal Commission on the Northern Environment

#### A. Independent Budget

To ensure that the operations of the Commission are not fettered by financial restraints, and to ensure the Commission has authority to approve all financial expenditures necessary to implement the Commission's mandate, the Commission should be funded by an independent budget. If the Commission is to carry out its mandate properly and efficiently, it is imperative that the Commission be guaranteed enough funds for the whole project.

Although it is appreciated that this is a time of financial restraint on all spending, the importance of the Commission in relation to all future development of northern Ontario must be recognized. Due to the monumental impact the Commission's recommendations may have, the budget should be large enough to facilitate all expenditures necessary for the Commission to carry out its objectives.



The Commission should be allocated a budget to cover all internal operating expenses of maintaining the Commission's offices, all hearing costs, all travel costs, and all costs for funding special projects such as research, as well as costs for funding effective public participation. The criteria used in establishing eligibility for funding public interest groups should be that criteria used in the Berger Inquiry.

If one or more representative environmental or public interest group emerges, the Commission should be prepared to provide such group or groups with full-time counsel, or to make legal representatives available to them on a part-time or a duty counsel basis, depending on the needs of such groups. Adequate funds must be allocated in the Commission's budget to pay for such legal representation, to ensure that environmental or public interest groups have proper preparation and representation throughout the Commission's progress.

#### B. Independent Staff

The major criteria in hiring staff for the Commission should be experience in and knowledge of the North. Staff appointments must demonstrate a concern for the north, particularly for its environment, social well-being and native peoples.

The Commission must take the utmost precaution to ensure that its staff not only is independent in fact, but also appears to be independent. Members of the public will deal with the Commission's staff, rather than the Commissioner and will form their impressions



of the Commission from their contacts with its staff. If the Commission is to fill its proper role, its independence must be assured and must be obvious. The Commission in arriving at its recommendations must not in any way be influenced or controlled by government. There must be no sitting members of the legislature, no sitting civil servants on the Commission's staff. In other words, political appointments or representatives of powerful corporate interests are unacceptable. Similarly consultants hired by the Commission must be above suspicion and demonstrate academic neutrality.

C. Separate Royal Commission

or

Part II of Hartt Commission For Northern  
Ontario South of 50th, North of 45th Parallel

The Canadian Environmental Law Association submits that the Royal Commission on the Northern Environment must either make representations to the Executive Council of the Government of Ontario to approve a Part Two of the Commission's Study, or in the alternative, representations that there should be a separate Royal Commission commenced with the view to study Northern Ontario, north of the 46th parallel and south of the 50th parallel. In light of native interests and in an attempt to avoid dilution of the Commission's task north of the 50th parallel, it is not recommended that the Commission, in the first part of its undertaking, broaden its geographical terms of reference to include all areas north of the 46th parallel.





It is recognized that all of Northern Ontario has an intricately related infrastructure. Major decisions made in cities such as Sudbury, North Bay, Thunder Bay, Kenora, Ft. Francis, Sault St. Marie, Cochrane, Kirkland Lake, New Liskeard, Cobalt, Haileybury, Kapuskasing or other northern communities, south of the 50th parallel, have a great impact on all of Northern Ontario. Decisions made in these centres, whether made by the private or public sector, pertaining to matters such as resources, business operations, health services, education services, transportation policies, or communications links, reflect the similarity of problems affecting all northern communities. The future of these centres will to a large extent influence the future of communities north of the 50th parallel.

For these reasons, CELA respectfully submits that the Commission must obtain a mandate, as a second part to its present mandate, to study Northern Ontario between the 46th parallel and the 50th parallel, or in the alternative, a separate Royal Commission for this purpose must be appointed.

D. Moratorium

There must be a feasible and effective moratorium on all large-scale Northern development during the length of the Commission's hearings and until implementation of the Commission's recommendations



so that development during the hearings does not negate the purpose of the Commission.

The Commission should hear submissions regarding the moratorium, in light of specific projects proposed. The Commission should then request that the provincial government implement an effective moratorium, and also request that the provincial government negotiate with the federal government to ensure that all federally controlled projects are subject to the moratorium. The moratorium must affect all projects, except those that are substantially underway and well past the preparatory or planning stage.

#### E. Southern Hearings

Northern development is of interest to citizens in all parts of the province, consequently, southern residents must have equal access to the hearings without the expense and difficulties involved in presentations in northern communities. The very nature of Royal Commissions requires such equal access. The eventual implementation of the Commission's recommendations will be contingent upon broad popular support of its recommendations in southern as well as in northern Ontario. CELA supports the opinion of the Committee in Support of Native Concerns, London, Ontario, that while most of



the hearings must take place in the North, and the concerns and opinions of northern people must be of utmost concern to the Commission, the Commission must hold hearings in Southern Ontario.



## PART II

### Procedural Submissions

#### A. Efficiency of Formal Hearings

The tendency of Royal Commissions to be protracted over lengthy time periods is of serious concern. Often this is a result of inefficient procedural guidelines for formal hearings being established. The Commission should take all reasonable procedural steps to ensure the formal hearings will proceed as expeditiously as possible, without curtailing the rights of the participants or evading the issues.

Such efforts would have three major benefits:

- (1) Public expenditure on lengthy formal hearings would be minimized;
- (2) Efficiently run formal hearings would encourage participants to be disciplined in their presentation; and,
- (3) The chances of sustaining public interest, vital to the effectiveness of the Commission, would be maximized.

Numerous approaches could be adopted to minimize the length of hearings. It is possible that the Commissioner need not personally hear all highly technical presentations; a pre-hearing inquiry (discussed subsequently) would also clarify the issues before formal hearings, ensure organized presentation and facilitate cross-examination.





While the Commission must establish procedural guidelines to ensure efficient operation of the formal hearings, at the same time, it must ensure that adequate time is allocated so that informal hearings can be held in all Native communities to listen to the native's concerns in depth. It should be noted that CELA supports the position of Treaty #9 regarding Community hearings.

B. Pre-Hearing Inquiry

A pre-hearing inquiry should be scheduled prior to the formal hearings to focus the attention of the Commission and the participants, on the relevant parties, issues, and evidence to be introduced. The pre-hearing inquiry would force the participants to prepare and organize evidence in advance. It would also highlight major issues.

The pre-hearing inquiry would consist of five stages:

- (i) Identification of Parties.
- (ii) Exchange of Evidence.
- (iii) Submission of Written Interrogatories.
- (iv) Submission of Answers to Written Interrogatories.
- (v) Motions regarding Adequacy of Answers on Interrogatories.



(i) Identification of Parties

Participants would succinctly outline their interests in the hearing and briefly express their views on all evidence, including rebuttal evidence, they intend to deal with at the formal hearings. This would allow participants to assess the major issues to be dealt with by the other parties and the views to be taken on these issues.

The Commission should make rulings on standing at this time, however, the right to make further submissions and be given standing on the basis of new evidence should be unfettered. Standing must be given liberally.

(ii) - (v) Exchange of Evidence, Written Interrogatories and Motions on Adequacy

Exchange of a written detailed outline of all oral and written evidence at a pre-hearing inquiry serves three purposes: firstly, the participants are forced to plan and organize their evidence well in advance of formal hearings; secondly, written interrogatories ensure clarification of all uncertain areas of evidence before formal hearings; and thirdly, advance evidence will facilitate preparation for cross examination. However, it must be assumed that new material may be introduced at the discretion of the Commission at any time following written submissions upon reasonable notice being given to all parties concerned.



C. Timing of Formal Hearings

The formal hearings in the North must be held at a time that would maximize the ability of all interested parties to participate. Accordingly, the hearings should not be held during months when the transportation difficulties are paramount in the North, nor during times directly in conflict with seasonal employment (such as wild rice harvesting).

D. Procedure for Formal Hearings

(i) Adversarial Procedure

To ensure fair and proper hearings in which fellow participants have an equal opportunity to present evidence, as well as an opportunity to review and question evidence submitted by other participants, the adversarial approach should be implemented at the formal hearings. Testimony at formal hearings should be given under oath. Each participant, as well as Commission counsel, should have full powers of cross-examination with respect to any evidence submitted and there must be opportunity for re-examination by counsel for any witness presenting evidence.

It is recognized however, that there will be occasions when the Commission will relax the rules of evidence due to the nature of certain presentations, and to avoid intimidating certain participants.



(ii) Transcripts

To facilitate cross-examination, daily transcripts are imperative. The importance of daily transcripts cannot be over stressed, however, they are of paramount importance if there is no pre-hearing inquiry, at which all evidence would be presented in advance. Without these transcripts, subsequent cross-examination would be futile. Due to the monumental cost of purchasing transcripts, they must be available in English, French, and Cree-Objibway, free of cost or at very minimal costs to all parties who demonstrate need. Transcripts must also be readily available at Commission offices and designated depots in Red Lake, Kenora, Dryden, Sioux Lookout, Timmins, and Thunder Bay, and Toronto, as well as in several public libraries that have been chosen as being representative for the rest of the province.

(iii) Access to Information and Production of Documents

The Commission must have access to all relevant documents held by corporations, governments, or individuals, relating in any way to the development of Northern Ontario, whether such documents are held by participants, or non-participants and whether or not they are intended to be used as evidence at the hearing. The Commission must continue its indexing of all relevant materials held by participants or non-participants including all corporate and government studies





(federal or provincial). During the process interim lists should be distributed through Commission offices to anyone requesting such a list and participants could then request production of any materials so listed.

The Commissioner must use the power of subpoena where necessary to ensure all relevant evidence in any form is presented for consideration.

E. Libraries

Access to all evidence in documents, papers, reports, and studies by the Commission and major participants is not sufficient. All such materials as well as copies of all transcripts must be available at several public libraries or other locations in Northern and Southern Ontario, to ensure the possibility that public participation is maximized. To ensure that such material is accessible, arrangements must be possible for inexpensive photo-copying and for signing any material out for several days. To minimize expense of these libraries very lengthy or extremely costly documents could be located at only three or four locations if such documents could be obtained upon request at all other centres.

F. Newsletter

It is imperative that the public not only have access to the various libraries of all materials of the Commission, but that they are also informed on a regular basis, in a very readable journalistic style,



of the progress of the inquiry. A Newsletter, similar to that used in the Thompson Inquiry into West Coast Oil Ports, should be produced. This Newsletter would contain digests of the evidence presented, comments on the progress of the inquiry, lists of witnesses who have appeared and many other matters of public interest. The Newsletter is imperative to ensure that the inquiry makes itself known to the general public, not only in Northern but also Southern Ontario.



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SUBMISSION TO  
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THE NORTHERN ENVIRONMENT

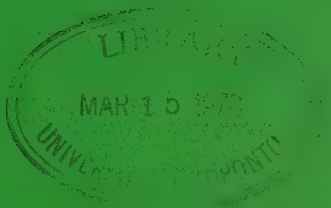
BY

GRAND COUNCIL  
TREATY No.9

PRESENTED AT

TIMMINS

NOVEMBER 24, 1977



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

GRAND COUNCIL TREATY #9  
261 - 3rd Avenue  
Timmins, Ontario

PRESENTED AT

TIMMINS, ONTARIO  
ON  
NOVEMBER 24, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
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MANULIFE CENTRE  
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EXHIBIT # 100

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DECEMBER 16, 1977

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NOTES:

PLEASE REFER TO EXHIBIT NO. 9,  
AND EXHIBIT NO. 177.

ATTACHED TO EXHIBIT NO. 100  
WERE TWO DOCUMENTS WHICH COULD  
NOT BE REPRODUCED FOR PUBLICA-  
TIONBUT CAN BE VIEWED AT THE  
COMMISSION OFFICES.



BRIEF TO  
THE ROYAL COMMISSION  
ON THE NORTHERN ENVIRONMENT

by  
John Spence  
Timmins, Ontario  
November 24, 1977

Mr. Commissioner, the subject of my brief is the relationship between this enquiry and the current proposal to exploit the Onakawanainite Deposits some 170 miles North of here and further I want to, the the rose-tinted perspective of this development presented by Wolff yesterday, some comment on matters that he did not treat. I should make it clear at the outset that I am not opposed to this non-renewable resource being exploited at some time, if it is of real benefit to the people of this province and represents a wise investment whatever public funds are required to produce needed energy and create steady employment.

On the basis of the reports and studies that are available, I have serious reservations as to the wisdom of this development at this time. Furthermore, the issues raised by the Onakawana exploitation proposal are of direct relevance to the terms of reference of this enquiry; For example:

- this current development proposal has not yet been subject to a comprehensive technology assessment in the way that other major



resource developments have recently been assessed.

I refer in particular to the current Alcan pipeline plans and the process it is being subjected to.

ODL propose that the Ontario Environmental Act process is adequate. It is not, for reasons I will outline below.

- the Onakawana development is a prime example of a single purpose, non-renewable resource exploitation with the likelihood of major environmental and social consequences for all northerners.
- little effort has been made to investigate the feasibility and desirability of alternative undertakings.

There are three basic questions that must be asked in weighing the positive and negative aspects of the current Onakawana proposal:

- (i) What is the real purpose of this development and is it needed now?
- (ii) Who actually will benefit from this development?
- (iii) What are the true costs associated with the development and who will bear them?

The answers to those questions, Mr. Commissioner, are not clear and they are not likely to become clear unless the Onakawana proposal is examined in a public hearing as recommended by the Onakawan Task Force in 1973 involving due process with cross examination of witnesses and



complete disclosure of the engineering and economic facts behind this proposal, examination of the contractual relationship between the proponent and government, and critical analysis of the environmental and social economic consequences of this development. The Ontario Environmental Assessment Act hearing are not an adequate forum. Your commission I submit, could be.

Let me state the situation and some of my concerns: The concept of Onakanawan Development Ltd. is that the development would "serve the industrial and power generation needs on Ontario". The fact is that the Onakawana increment is not part of Ontario's power demand projections. Present hydro-electric installations on the Abitibi and Mattagami rivers serve local needs and there is still untapped small scale hydro potential on these rivers. On a provincial scale, Ontario is committed to Nuclear energy. The Bruce and Pickering Generating stations are functioning and further capacity is planned at Darlington. There is no proven need of Onakawana power. I will quote from the Onakawana Task force report: (Page 3)

"failure to receive electrical energy from the conversion of the lignite deposits at Onakawana would not prejudice the adequacy or security of electricity in Ontario".

It is very doubtful that Ontario Hydro needs or indeed, wants this development at the present time. They have other plans. The dominating rationale for this development, the political rationale, the propaganda being used to tout-it around the North, is "jobs" and





employment for aboriginal and other native northerners, again I quote from the Onakawana Task Force report: (Page 13)

"The importance and desirability of proceeding with development relates very directly to the ability of the proposed project to serve the local people by providing employment opportunities".

Similarly, ODL in their brief put great emphasis on the employment aspects, job training, special arrangement for workers etc. We must pose questions here, Jobs, but at what cost? How do these employment opportunities fit into the long term provision of a mixed economy in the North. When the highsounding phrases to promised are stripped away, the answer is, very little. ODL are proposing essentially an old style, one shote non renewable resource exploitation with 1977 style acquiescence to the environment and to "social economics".

If we ask who will benefit, it can be said that optomistically, there will be several hundred jobs for a promised 30 years, if other factors in the equation remain constant. Such employment is not to be sneered at. Concerning jobs for native people however, in spite of the hopes of the proponent native people do not have the skills or inclination for meaningful participation in this type of economic development. Employment and other returns to them as elsewhere in northern resource development, would be minimal. The only economic return to native communities



would be the wage package. The real economic, social and environmental costs of this present, proposal have been glossed over, but there are many that will surface if the enterprise proceeds as planned and these costs will be borne by the local people, native and white, living downstream, downwind and indeed living in the entire Moose, Abitibi and Mattagami watershed.

I will only deal with the more obvious "hidden costs". I will not even attempt to come to grips with the intangible values and the cultural costs. Those moral issues that Karmel Talor-McCullum referred to last night in the brief by Project North. This brief expresses these moral issues more eloquently than could a mere materialistic scientist.

Let me list a few of the more obvious "hidden costs":

1. With a 1000 MW powerplant the cooling water requirements are enormous, the entire flow of the Abitibi river past the plant might be required for cooling and large amounts of chlorine contaminated thermal effluent would be released. This would radically alter the environment of the downstream river system and could lead to a drastic decline in the indigenous fish populations.
2. The mining itself involves massive drainage changes, the over burden of marine clays and silts become very erodable when disturbed in the stripping process; lignite particles are readily suspended in water and require flocculation for removal. Unless massive and



very stringent erosion control measures are applied, water quality downstream will undergo a severe decline for the life of the project.

3. The acidification question was avoided in the ODL brief. The feasibility studies, and I anticipate the plant design, do not contemplate the scrubbing of sulphur compounds from the stack emissions. This lignite has a lower sulphur content than many other coals in use, but the sulphur concentration is still significant (between 1 and 1.5% by weight.) Thus, if the station burns 18,000 tons of lignite per day, several hundred tons of sulphur are combusted. If this is not stripped from the stack emissions it will contribute to acidification of the atmosphere and increase the acid rain and snow burden that falls out over Northern Ontario and Quebec. (There is also an inter provincial problem here in that at certain seasons, the prevailing winds are Westerly and would blow the emissions over Quebec. There is already litigation before the courts in Quebec concerning acid rain and associated heavy metal (in particular Mercury) contamination of rivers and lakes. The Plaintiffs are the Cree people of Northern Quebec and the Defendants include a smelter currently producing SO<sub>2</sub> and heavy metals in its emissions.) This acid rain is a very significant hidden cost, as Dr. Kramer has already mentioned to this Inquiry. It reduces forest productivity and the productivity of rivers and lakes. In extreme cases you end up with the sort of landscape found around Sudbury. This cost must be anticipated by scrubbing of the aerial emissions.



4. Another hidden cost relates to the difficulties of rehabilitating the area that will be strip mined in the life of the project. The parent company of Onakawan Development Ltd., Minalta Coal Ltd., must be very aware of the difficulties and costs experienced in rehabilitating and re-vegetating areas that have mined at Estevan, Saskatchewan and elsewhere. Mr. Wolff's rosey picture of regenerating vegetation and wildlife is, at best, an experimental possibility. These procedures are not standard practice in the West or elsewhere, there are only experimental. Furthermore much of the cost of the West has been borne by Government agencies. Alberta also has specific legislation to deal with this problem, the Alberta Land Surface and Reclamation Act, which gives wide discretionary powers to the responsible minister and allows for the issuance of specific reclamation orders by Reclamation officers. Ontario has not such legislation and has little expertise in strip mine rehabilitation.
5. We must also ask what are the hidden costs that are charged against the public purse? What are the tax incentives, special concession government contributions to the infrastructure of the development such as roads, transmission lines, to job training programs, project monitoring surveillance, rehabilitation etc.? In one way or another Ontario will pick up many costs associated with this development that will not be charged as project costs.





In summary, Mr. Commissioner, notwithstanding yesterdays submissions by O.D.L., I can see only limited advantages - jobs and perhaps unneeded electrical generation, but many disadvantages and hidden costs which will have to be borne by those who live in the North. This brings me back to a theme that you have heard many times in the past few weeks. That is, the need for a coherent integrated and long term perspective on Northern Development. There is also a need for a critical evaluations of the casting decisions-making process. At the moment the effective factors are the proponent and Queen's Park (in particular the Ministry of Natural Resources) but the Northern people including the aboriginal peoples must also participate. Part of the decision-making process is the assessment of the major enterprise. Very soon, the terms of reference of the Onakawana Impact Assessment under the terms of the Assessment Act are going to be set, essentially by Government officials.

If this development were in Northern Quebec, the terms of reference of the assessment would be established by a committee made up of 1/3rd Cree people, 1/3rd provincial representatives and 1/3rd Canada. In Quebec, native people would also participate in the evaluation of the assessment and in the formulation of the final statement. Mr. Commissioner, Ontario is away behind even Northern Quebec. Mr. Commissioner, such local participations in the decision-making process relates directly to your mandate.

Furthermore, Onakawana cannot be looked at in isolation as it would be under the Assessment Act Hearing. This development is only one component in the economic development



north of 50th. Water control dams might be part of the Onakawana Development. Does this preclude or influence further Hydro electric development? What is Ontario going to do with a 1,300 MW generating station up there after Coal deposits are depleted? If the plan is to add a nuclear, maybe even a fast breeder reactor increment around the turn of the century then this eventuality should be considered. The Onakawana Development as recommended by the Task Force should be placed in the context of a comprehensive development plan and, I would suggest, land use and management plan. It is not and cannot be at the present time. Realistic alternatives must be evaluated before irreversible commitment of financial and other resources takes place. In seeking alternatives, the voice of the people of Grand Council Treaty #9 must be listened to. Only then can Ontario start to come to grips with its North and only then can the people of the Ontario Arctic watersheds start to have confidence in the planning and growth of the North.



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT  
BY

BRUNSWICK HOUSE BAND  
OJIBWAYS-TREATY # 9

PRESENTED AT

TIMMINS

NOVEMBER 24, 1977



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY  
  
BRUNSWICK HOUSE BAND - OJIBWAYS - TREATY #9  
P.O. BOX 1068  
CHAPLEAU, ONTARIO

PRESENTED AT

TIMMINS

ON  
  
NOVEMBER 24, 1977

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# Ojibways of the Brunswick House Band

P.O. Box 1068 - Chapleau, Ontario

No. 101

Royal Commission on the  
Northern Environment

This exhibit is produced by

*Brunswick House Band*

this 24 day of Nov 1977

*Sgt. J. J. J.*

PRESENTATION BY BRUNSWICK HOUSE BAND

TO

ROYAL COMMISSION ON NORTHERN ENVIRONMENT

PRESENTED BY:

CHIEF FRED NESHAWABIN

AT TIMMINS

November 24th, 1977.



Mr. Commissioner, we welcome this opportunity to address your commission, to hear what we have to say and our hope for our future.

First of all, it is indeed an historic occasion to address you as our forefathers did the commissioner's of the governments back in 1905-06 when the treaty was signed. Seventy-one years has passed since that occasion. We wonder what the next seventy-one years will bring with this commission of inquiry.

Although we as a band within Treaty No. 9 are south of the fiftieth parallel, what our people have suffered in terms of development has been nothing short of cultural genocide for our people. With that experience, we clearly see what the people north of the fiftieth parallel can face if development proceeds at the present rate of proposed developments for that area.

Our people of the New Brunswick House Band in Chapleau have yet to recover from the lack of consideration given our people and their lands.

My people has always been in the Missinabi Lake area. It has always been a meeting place for Indian people during the summer to fish and prepare for the long winter trapping season. It is an obvious location - lying on a major inland waterway linking James Bay with Lake Superior. These lands were the hunting and trapping grounds of my people for many generations.

Our traditional hunting style was always based on careful management of game and fur-bearing animals. This lifestyle was disrupted with the arrival of the whiteman who came to our area to trap, some using poison and endangering our livelihood.



The completion of the C.P.R. brought in a new wave of white settlers. The Missinabi Indian people were worried about encroachments on their lands and asked that a treaty be made with them.

Under the terms of the treaty in 1905-06, the New Brunswick House Band was given a reserve of 27 square miles at the north-east corner of Missinabi Lake. This treaty involved both the federal and provincial governments.

Surrounding this area was our traditional hunting, trapping and fishing grounds which includes the territory within our allotted reserve.

In 1925, the province of Ontario created the Chapleau Crown Game Preserve, prohibiting all hunting and trapping activities within an area of 2,600 square miles. In the exact center of this sanctuary was the New Brunswick House Reserve.

When we discovered that we could not return to our hunting grounds and traplines, we protested to Indian Affairs that it had been taken without our consent and our way of life and source of income was not for one minute considered.

Our people were forced to move to new territories, territories they were not familiar with. For many it would have taken years of establishing cycles in their traditional traplines. Since we could not trap in our lands, we became dependent on government welfare. By 1937, twenty-seven families had been on permanent relief.



Indeed, as the records show, there was discussion of the developments by the province and Indian Affairs in 1928 about the displacement of our people in 1925. To us it seems a miracle that our people were able to withstand this aggressive form of genocide.

Because of the hardships imposed on us by this game sanctuary, our people voted to dispose of our original reserve for a new reserve of the same dimensions.

The area we wanted was in the Kapuskasing and Elsas areas. The governments could not furnish us with land here because it was already surrendered by timber licences and the Ontario government did not want to jeopardise it's plans for any further timber resources.

The province then promised to furnish land for us alongside Loon (now Borden) Lake near Chapleau. My people agreed to move there and even began clearing the land and build homes. However, the government reneged on it's promise for a reserve on Borden Lake, at least until the select committee then investigating the administration of natural resources in Ontario had finished it's work.

Finally, in 1947, we were given a reserve 30 miles south of Chapleau in Mountbatten Township.

Our people were never consulted about this new reserve. This township was mostly swamp, with no major lakes or rivers within or near it's boundaries; fishing and trapping were poor; there were no stores or postal services; transportation was costly; children were bussed 30 miles one way to school; hydro could not be installed because of the great distance from town; there were no employment opportunities near the reserve.





It was these numerous problems that prompted us to trade 642 acres of our reserve for the same amount of land a short distance from Chapleau. It was only on October 24th, 1973 that the lands we are presently on were given reserve status.

We realize, Mr. Commissioner, that you cannot correct the past injustices that were imposed on my people. Today we still feel the social, cultural and economic effects of those years.

We are a torn people. Is it really our fault? The ills of society dominate our existence.

We have suffered and we are suffering! We want to see a better life for our children. Maybe you are that hope to help us on the long road to rebuilding our lives. We realize that our development will take many years.

We have recently made a Land Claim to the territories at Missinabi. This claim has already been presented to the provincial government.

Your commission is important, we hope that when you make your decision on community hearings, that our community may be considered as we feel that your job will have it's affects on all people of the Province of Ontario. Hopefully, a life for us will not be denied.

In conclusion, we wish to tell you that a portion of our original reserve at Missinabi Lake forms part of one of Ontario's prime tourist area.

Since it's opening in July 1968, the Missinabi Lake Provincial Park had been attracting ever-increasing numbers of visitors, thanks to it's excellent fishing and camping facilities and it's great scenic beauty.



Our hearts carry the burden of despair. We want to develop in our own time and way for our children so that we may enjoy and have a good life like our people before 1925.

THANK YOU, MR. COMMISSIONER.



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

MATTAGAMI RESERVE  
JUNIOR BAND COUNCIL

PRESENTED AT

TIMMINS

NOVEMBER 24, 1977



Ontario

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

MATTAGAMI RESERVE JUNIOR BAND COUNCIL  
C/O TREATY #9 GRAND COUNCIL  
251 - 3RD AVENUE  
TIMMINS, ONTARIO

PRESENTED AT

TIMMINS

ON

NOVEMBER 24, 1977

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No. 102

Royal Commission on the  
Northern Environment

This exhibit is produced by

*Mattagami Reserve Jr. Band*  
*Council*

this 24 day of Nov 1977

*Squamen*

PRESENTATION TO

THE

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

PRESENTED BY

MATTAGAMI RESERVE

JUNIOR BAND COUNCIL

November 24, 1977



①

We the young people of Mattagami Reserve, are concerned about the future of our Reserve.

We have been told that the Ministry of Natural Resources intends to open twelve more lots for cottages across the lake from the Reserve. They have not asked the native people for permission to do so. Already many lots have been made available to tourists. These tourists pollute the water with pop cans, beer bottles, general garbage, and gas and oil from boat motors. The only way to get to the cottages is from our Reserve - so the tourists trespass on our land. They park their cars and trucks anywhere, not caring if they block driveways or ruin lawns. They poach on the traplines, fishnets, and snares. When they kill or take a beaver, they skin it and leave the meat to rot. They keep the feet of geese for souvenirs, and kill the moose for the antlers. If more tourists come in, how much meat and fish will be destroyed? Why aren't the people asked if they want more tourists crossing their land, polluting their lake, and destroying the wildlife? Why can't the Ministry of Natural Resources meet with our Chief and Councillors first, asking their opinions, before making decisions about the use of our land?

Since the new highway 144 and the road into the Reserve from the highway were built, more white people have come to the Reserve, bringing alcohol to our people. Our people hardly ever drank before. Our homes were happy and our families worked and played together. Now, with the white man's alcohol, we find beer and wine bottles all along the side of the road and in our yards. White men feel free to use our land as they see fit, using our road to travel and use as a means to reach the forestry point. We pay to maintain the road while everyone uses it and the Ministry of Transportation and Communications decides how our money will repair it. No one asks the people what repairs they think are necessary. We are never told if our share of the money has been spent correctly. Why doesn't the Ministry of Transportation and Communication talk to the people and ask what they want done? Will our road to the Reserve always be rough and in disrepair? even though our money is being spent?

With regards to future mining developments-- For a few years now prospectors have been trespassing across our Reserve in order to search for minerals, iron ore, and oil on the old Reserve and other



land near us. We have been told that gold has been found and that a mine may be built. Will the people be asked if they want a mine built? We wonder how long the mine will be open? How many persons will work there? Will any of our people be hired? What effect will it have on our community? Will houses be built to accomodate the people? Who will pay for the building of the houses? Will the polluted air coming from the mine's chimneys hurt our health and the health of our wildlife? We wonder how the land will be used after the land is mined out? We feel that the building of a mine will destroy the land in the area, the pollution from smoke will destroy our wildlife, so that food will not be available to us.

What will happen to our wildlife and land if the Pulp and Paper companies continue to cut our forests? Does the Government worry about the future of the people living in northern Ontario? Do they worry about the young people and think about the future of us? Sometimes we feel that the government and most white people think that the Indians do not exist. In the past we have not been asked if we wanted our lakes and air polluted, our forests cut and our land developed to suit the white people. In the future will <sup>we</sup> be asked? Or does our future rest in the hands of the white people, theres <sup>then</sup> to do with as they see fit? Must we always live in the background?



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

MATTAGAMI CHIEF WILLIS MCKAY

PRESENTED AT

TIMMINS

NOVEMBER 24, 1977



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER





SUBMISSION TO  
  
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THE NORTHERN ENVIRONMENT

BY  
  
MATTAGAMI CHIEF WILLIS MCKAY  
C/O TREATY #9 GRAND COUNCIL  
251 - 3RD AVENUE  
TIMMINS, ONTARIO

PRESENTED AT

TIMMINS

ON  
NOVEMBER 24, 1977

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No. 103

Royal Commission on the  
Northern Environment

This exhibit is produced by

*Chief Willis McKay*

this *24* day of *Nov* 19*77*

*Signature*

PRESENTATION BY

MATTAGAMI CHIEF, WILLIS MCKAY

TO

JUSTICE PATRICK HARTT

COMMISSIONER

SENATOR HOTEL, TIMMINS

NOVEMBER 24, 1977



I'd like to thank you, Mr. Justice Hartt, for this opportunity to tell you about the Mattagami Reserve. The Mattagami Reserve is situated on both sides of the Mattagami River, four miles off Highway 144, and is approximately sixty miles south of Timmins.

On the reserve, there are twenty-six houses, all have electricity running water and few have indoor plumbing. Of these twenty-six houses, twenty-one are 20-30 years old and in poor condition. We have a school that teaches pre-kindergarden on up to grade eight. Also, there is a band office, community hall and a recreational area which includes a rink and ball field,

Before I go any further, I'd like to say that our reserve and people were once remote. We lived as proud people, off the land, proud of our culture and traditions. I hope you will listen carefully and understand the effects that changes can do to our land and our people.

When the people first moved to the reserve, it was located on one side of the river. They moved with promises of houses from the government, but only got nails and roofing paper. The Indians of that time made their living by hunting, fishing and trapping. It was a good life, because fish and animals were abundant. Travel was by canoe, dog teams and by foot. Social life consisted of dances, games and picnics. Drinking of alcohol wasn't needed for fun.



There were no tourists and not much development. The only development taking place was the construction of two dams on the Mattagami river. The people did not understand English and therefore did not know how the controlling of the water levels would effect their land and trees. The land became flooded and, just like Lac Seul, the burial grounds were covered. Ontario Hydro eventually paid a little compensation for the damages, but in no way did it reflect the value of the land to the people. Their land, trees and their burial grounds were sacrificed so that the mines of Timmins might have power. But we did not receive electricity for another fifty years.

In the early 1950's, the Indian people moved across the river with the knowledge that they would be receiving new homes with running water and access to a road. This would better and simplify the living conditions of the people. Between the years 1950 to 1957, twenty-one homes were built and running water installed. Three miles of road was built to join a saw-mill road. For these new conveniences, we had to pay and pay dearly. Our new homes looked good to live in, but today, now need replacement. No way can these houses compare with the log houses our forefathers built. They were stronger and warmer.

The road gave us access to better health services and made transportation and shopping a lot easier, but it also brought





many problems. The road was a highway for tourists who hunted our animals and fished our rivers until all wildlife was greatly decreased. We were able to catch fish whenever we wanted, but now today we are lucky if we can get a good meal of fish. We began feeling the influence of the outside world, our culture and traditional ways were slowly disappearing. Now, today, people under the age of thirty cannot speak their own native tongue. English has become the main language.

With the great loss of wild life livelihood, culture and traditions, our people began in despair to turn to alcohol. As the years progress it became worse. In the last eight years, eight deaths can be related directly to alcohol. The people lost all interest.

Just this past spring, our people learned that our fish had become contaminated with mercury. Tests were done on some pike and pickerel from the Mattagami River. The results revealed a dangerous content of mercury in the fish. Late this past summer, we recieved a letter from the Health and Welfare Department in Thunder Bay, advising residents of Mattagami not to eat fish caught in the river. Since we have not been tested for mercury poisoning, we do not know if we've been affected by the mercury. Families ate one or two meals of fish per week. We have no idea where the mercury is coming from, there is no obvious source like a pulp mill.



Although Mattagami has suffered a lot from developments, such as roads and tourism, we are working together to solve our problems ourselves. The Band Council is trying to accomplish this by getting people interested in band affairs, putting them on committees, offering more recreational activities, and we will soon be opening our own co-op store. Hopefully, this will restore some of the pride that was lost. Although we can't prevent tourism, we will be building a marina and maybe get something back for what we lost.

I thank you, Mr. Justice Hartt, for listening to me, and I hope you learned from Mattagami's experiences, the dangers that are now facing remote northern communities if developments are followed through.

I also invite you to visit Mattagami and hold a hearing on the reserve.



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT  
BY  
THE COCHRANE BOARD OF TRADE

PRESENTED AT  
**TIMMINS**  
**NOVEMBER 24, 1977**



Ontario

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY  
  
THE COCHRANE BOARD OF TRADE  
BOX 1468  
COCHRANE, ONTARIO

PRESENTED AT  
  
TIMMINS

ON  
  
NOVEMBER 24, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
416/965-9286

MANULIFE CENTRE  
55 BLOOR STREET WEST  
ROOM 801  
TORONTO, ONTARIO  
M4W 1A5







Established 1909

## *The Cochrane Board of Trade*

BOX 1468

COCHRANE, ONTARIO

submission to

Mr. Justice Patrick Hartt,  
Commissioner,

The Royal Commission on Northern Environment



First of all let me express the sincere appreciation of the Cochrane Board of Trade for this opportunity to express our views on this most vital topic of the future of industrial and other development in Ontario "North of 50". The task that you face in sorting out the many conflicting interests and viewpoints being represented at these hearings, and then arriving at a set of recommendations which will make economic sense while at the same time providing for social justice for the people of this vast region is indeed a formidable one, and we wish you well in this most important undertaking.

This brief will deal with economic development only in Northeastern Ontario and we will mainly address ourselves to the area known as the James Bay Lowlands and the adjoining communities to the South.

In historic terms European settlement in this part of Ontario does not date back very far in time. Except for fur trading activity in the 18th and 19th centuries no significant white settlement of this region took place until around 1908 when the Temiskaming and Northern Ontario Railway (now the Ontario Northland Railway) was extended north from North Bay to Cochrane and the National Transcontinental Railway (now part



of the Canadian National system) was extended westerly from Quebec across Northern Ontario, meeting the Temiskaming and Northern Ontario Railway at Cochrane. The economic basis for these settlements was the development of mineral and forest resources and the provision of associated transportation and other services. Settlements were established at Cochrane and Timmins in 1908, at Iroquois Falls in 1913 and at Kapuskasing, Hearst and Smooth Rock Falls in the early 1920's.

Despite the relative narrowness of the economic base this region just South of the 50th parallel has maintained a reasonable level of prosperity and has developed all of the characteristics of a permanent economic region, such as the growth of a structure of administrative and professional services, the admittedly inadequate development of some secondary industry, the growth of modern, sophisticated transportation and communication networks, secondary and limited but growing post-secondary schools and substantial growth in the provision of public services by local establishments of the federal and provincial civil service.

Many of the residents of these communities have lived here all their lives, and there are many second and third generation residents whose forebears were among the original settlers



of this region. In other words the communities of Cochrane, Timmins, Iroquois Falls, Kapuskasing, Hearst, Smooth Rock Falls and Fraserdale are permanent realities in this region. We, the citizens of these communities have every right to be numbered among the native peoples of this region and to have appropriate consideration given by your commission to our social and economic needs and aspirations.

Much has been said here and at other meetings of this Commission concerning the inherent separateness and lack of community of interest of the European and Ojibway-Cree inhabitants of the North. While it must be admitted that serious problems exist and much remains to be done before something approaching a real spirit of community good will develops, we would caution you to take such polemic remarks with a large grain of salt, bearing in mind that the short term political interests of the individuals making such divisive comments are at times better served by accentuating the problems that divide the peoples of this region. Certainly there are many examples of real human decency and brotherhood among the various peoples of our area. One such example that comes to mind is that, during the recent drive for funds to assist the community of Cobalt after the disastrous fire that occurred there the people of the Ininew Friendship Centre at Cochrane engaged in a campaign for funds which provided a





significant portion of the total collected in Cochrane by the Cochrane Board of Trade for assistance to the people of Cobalt. We are sure that many similar examples exist which do not become public knowledge because they are not sufficiently newsworthy.

We ask that in your deliberations you give primacy to the fact that all the residents of this region are first and foremost citizens of Canada, and that the interests of all of us can be served best in the context of our Canadian citizenship and not by accentuating the racial and ethnic variations within our society.

We will now address ourselves to the question of economic development in the region of Northeastern Ontario lying North of Highway No. 11 and the Canadian National Railway.

Development in this area to date has been limited to the harvesting of forests in the area within approximately 75 miles of Highway No. 11 through Cochrane, Smooth Rock Falls, Kapuskasing and Hearst. The soil conditions in the James Bay lowlands north of this area do not permit the growth of economic forests so that no northerly extension of forest or pulpwood industry operations in this area is expected for the foreseeable future.



There have been several hydro-electric generating stations developed in this area, at Smoky Falls and Long Rapids on the Mattagami River and at Island Falls, Abitibi Canyon and Otter Rapids on the Abitibi River. The most northerly of these hydro-electric dams is located at Otter Rapids on the Abitibi River, approximately equidistant from Cochrane and Moosonee. The last of these hydro-electric projects was completed by Ontario Hydro in the early 1960's and we understand that no other such projects are contemplated by Ontario Hydro in the James Bay lowlands.

The Ontario Northland Railway was extended northerly from Cochrane to Moosonee in 1932 and for perhaps 20 years thereafter there was limited activity in the forest industry along the railway south of Moosonee. This activity came to a halt in the 1950's as the supply of merchantable wood in the area is too small to permit economic harvesting.

There has been considerable exploration for minerals and for oil and gas in this James Bay lowlands area over the past few years but, with two exceptions no economic discoveries were made. These two exceptions are a Columbian orebody southeast of Moosonee development of which has been shelved indefinitely due to the market situation for Columbian, and



the Lignite field at Onakawana, some 60 miles south of Moosonee on the Ontario Northland Railway. More will be said about this later.

As can be seen from the foregoing, the economic picture in the general Cochrane to Moosonee area is not particularly bright. The results of this lack of local economic activity are much in evidence at Moosonee, with high unemployment and the attendant social problems, and at Cochrane with reduced activity in the commercial and transportation sectors.

Development of the Lignite field at Onakawana has now been proposed and this proposed development has the strong support of the Cochrane Board of Trade. We believe that this proposed development at Onakawana is almost literally a godsend to the people of Moosonee, Cochrane and other communities in the area.

Including the construction phase, development of this lignite field will provide secure employment for as many as 400 or more local residents for 40 years or more. These employment opportunities would be open to workers from the Moosonee area and could nearly eliminate the unemployment problem in that community. The resulting increase in economic activity in Cochrane and other communities to the south would also be



of great benefit.

Those who oppose the development of the lignite field at Onakawana usually cite as their reasons for such opposition the potential environmental damage which might result and the claim that the local economic activity created by this development would be of inadequate long term benefit to local inhabitants due to the limited life of the mine. We will deal firstly with the latter of these two concerns. The recoverable reserves of the Onakawana lignite field are estimated at 190 million tons. At a mining rate of 5 million tons per year the mine would have an estimated life of 38 years after the development phase, which is expected to take 5 years. As with many mining operations it is entirely possible that additional amounts of lignite might be discovered in the immediate area to extend the life of the development. The life of the mine might also be extended by reducing the rate of annual production. Even in the worst case the development would provide badly needed economic benefits to the area for at least 40 years, and arrangements could then be made, prior to the depletion of the field, for financial and other assistance for retraining or relocation of any displaced workers and their families.

We feel obliged to comment on the claim that an industry





expected to last 'only' 40 years does not represent permanent employment. While this argument is literally true it would also be true to claim that an expected life of 400 years would also be not permanent. The argument offends common sense. In these times of world-wide economic uncertainty any industrial development with an estimated life of 40 years can be considered permanent. Only an academic, a person engaged in a government career or someone similarly insulated from day to day economic reality could argue that 40 years duration of employment does not represent adequate job security. Those of us whose economic existence must take place in the real world would welcome such 'insecurity'.

With respect to the possible environmental damage which might be associated with this development we would refer you to the "Report of Task Force Onakawana" prepared for the Ministry of the Environment in 1973. We will not burden you with quotations from this report which we are sure you will be studying very thoroughly. We would, however, point out that the members of this task force are all senior officials of various Ontario government ministries, including four from the Ministry of the Environment. To paraphrase, this task force concluded that the proposed site of the development at Onakawana is poor in forest, soil, wildlife and other resources and that, provided adequate safeguards be taken



from the outset, there would be no permanent or unacceptable environmental damage caused by this proposed development.

We would like to offer some comments concerning some of the environmentalists from whom we are sure you will be hearing. We note that many such persons are comfortably established in the affluent middle class of our society, that they usually inhabit the southern cities of our Province, far removed from the areas which they seek to 'protect' and that they are usually well removed from that portion of our economy which earns its livelihood from the production, processing or distribution of real, physical wealth. With considerable assistance from our governments these people have conveniently forgotten that all the wealth that they consume or administer, including we might add the funds being expended on this Commission, is first created in this country through the development of natural resources, be they agricultural, fishery, forestry, mineral, or energy.

We are opposed to the unrealistic attitude of such people toward the wealth producing segment of our society. They sneer at those of us who favour development of our natural resources as though we were motivated only by greed, and intent on the defacement and destruction of our natural environment.



We reject such arguments and attitudes in the strongest possible terms. We are very mindful of our duty to protect the environment and to pass on a decent and pleasing countryside and way of life to succeeding generations. We believe without equivocation that industrial development can and must take place with the smallest possible effect on the environment. We recognise that in the past industrial developments have been permitted to take place without adequate regard for the physical and social environment and that in some cases real and substantial harm has resulted. We willingly join environmentalist groups, native organizations and others in demanding that all industrial developments "North of 50" be carried out with proper regard for the social and economic needs of the local or nearby communities and for the protection and restoration of the natural environment.

We do not join those who wish us to commit economic suicide by forbidding all development. We too are part of the environment and claim the right to a reasonable economic existence.

November, 1977.

Cochrane Board of Trade

Tolson Rody, President.



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SUBMISSION TO  
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THE NORTHERN ENVIRONMENT

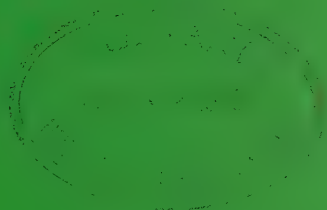
BY

ONTARIO NORTHLAND TRANSPORTATION  
COMMISSION

PRESENTED AT

TIMMINS

NOVEMBER 24, 1977



Ontario

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER





SUBMISSION TO

THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

ONTARIO NORTHLAND TRANSPORTATION COMMISSION  
195 REGINA STREET  
NORTH BAY, ONTARIO

PRESENTED AT

TIMMINS

ON

NOVEMBER 24, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
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MANULIFE CENTRE  
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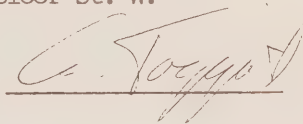


EXHIBIT #105

Attached to this were the following documents:

Ontario Northland System Map  
Ontario Northland Rail Services  
Ontario Northland Highway Services  
Ontario Northland Air Services  
Ontario Northland Polar Bear Express  
Ontario Northland Transportation Commission

Documents too large for reproduction and can be  
viewed at Commission offices, 55 Bloor St. W.

A handwritten signature in dark ink, appearing to read "C. Toogood", is written over a horizontal line. The signature is stylized with a large initial "C" and a long, sweeping tail.

December 8, 1977



No. 185

Royal Commission on the  
Northern Environment

This exhibit is produced by

*Ontario Northland Transportation*

this *24* day of *Nov* 19*77*

*Squire*

SUBMISSION  
TO THE  
ROYAL COMMISSION ON NORTHERN ENVIRONMENT  
AT  
TIMMINS, ONTARIO  
ON  
NOVEMBER 24, 1977  
BY  
ONTARIO NORTHLAND TRANSPORTATION COMMISSION



## ONTARIO NORTHLAND TRANSPORTATION COMMISSION

Submission

to the

Royal Commission on the Northern Environment

### FOREWARD

This submission is intended to assist the Royal Commission in its considerations during its initial meetings being held throughout northern Ontario.

The contents of the brief are primarily informational and describe the operations of the Ontario Northland Transportation Commission in general and particularly those that involve the area "north of 50°".

A representative of the ONTC will present a brief overview of these operations at the Timmins hearing on November 24th and will also be available to respond to questions.

Ontario Northland is pleased to cooperate with the Royal Commission in these investigations and will be following the proceedings with special interest. Any further information or assistance the Commission feels Ontario Northland can provide will be made available on request

### ONTARIO NORTHLAND TRANSPORTATION COMMISSION

Ontario Northland is a commission of the Ontario government reporting to the Minister of Northern Affairs. Its present operations are carried out under the authority of the Ontario Northland Transportation Commission Act. (R.S.O. 1970 C-326).

Ontario Northland was originally established in 1902 as the Temiskaming and Northern Ontario Railway Commission. Its head office is located at North Bay.





Ontario Northland's operations are concentrated primarily in northeastern Ontario, however, with the transport and air services, extend south to Toronto and west to Kenora. A system map is included with this report as Appendix 1 to illustrate the scope of the transportation and communications services operated. These can generally be described as follows.

1. Rail Services

Freight, express and passenger train service between North Bay, Timmins, Cochrane and Moosonee with a branch line to Noranda, Quebec.

The current timetable is attached as Appendix 2.

2. Telecommunications System

Provides long distance telephone, data communications, television transmission and other services via microwave network and local telephone exchanges, mobile radio, remote communications via satellite, etc. to communities north of North Bay.

The system extends west to Flynn Lake and north through Moosonee to Winisk and is illustrated by the green lines on Appendix 1.

3. Bus Services

Highway bus services extend north from North Bay along Highway 11 to Hearst, and along Highway 101 through Timmins and Chapleau to Wawa on Highway 17 and south to Sault Ste. Marie and between Sudbury and Timmins on highway 144.

The current timetable is attached as Appendix 3.



#### 4. Transport Services

Ontario Northland's wholly-owned subsidiary, Star Transfer, operates highway transport services from Toronto into northeastern Ontario with terminals at North Bay, New Liskeard, Kirkland Lake, Timmins, Iroquois Falls, Cochrane, Kapuskasing and Hearst.

The routes are outlined in blue on Appendix 1.

#### 5. Air Services

Ontario Northland operates norOntair which is a local and feeder airline serving northern Ontario points from North Bay through Kenora.

The current timetable showing detailed routings is attached as Appendix 4.

#### 6. Marine Services

Three separate marine services are operated, specifically, M.S. Chi-Cheemaun, a 113 car, 600 passenger ferry between Tobermory and Manitoulin Island on Lake Huron.

M.V. Chief Commanda II, a 300 passenger sight-seeing vessel on Lake Nipissing and the French River.

M.V. Manitou Island II, a 2 car, 40 passenger ferry between Moosonee and Moose Factory.

#### 7. Tourist Operations

In addition to the marine services, Ontario Northland operates an hotel at Moosonee, a goose hunting camp on the Harricanaw River and a summer tourist excursion train, the Polar Bear Express, between Cochrane and Moosonee.



Although it is an agency of the provincial government, Ontario Northland operates in a business manner as near as possible to that of the private sector. Certain of its services are not financially viable for one reason or another but considered to be necessary to the public good by the provincial government and in such cases the Commission is subsidized for its associated losses by the provincial department responsible for such a decision. For example, the Moosonee to Moose Factory ferry service is fully subsidized by the Ministry of Transportation and Communications.

A copy of the 1976 Financial Report is attached as Appendix 5.



## OPERATIONS NORTH OF 50°

The previous section describes the total operations of the Ontario Northland, however, this Royal Commission is obviously more interested in specific operations that affect the area north of the 50th parallel.

The following sections will provide more detailed information on such operations.

Probably the most significant physical establishment in the area north of 50° is the railway line and the terminal town of Moosonee. Historically, Ontario Northland played the major role in the development of Moosonee and continues to provide essential services to the town and its neighbour, Moose Factory.

Ontario Northland's Telecommunications services reaches farther into the north than any of its other operations and is continuing to expand its facilities in that area.

Although most of Ontario's routes are actually south of 50°, its service to Pickle Lake qualifies it as a "resident" of the area.

## RAILWAY

The Temiskaming and Northern Ontario Railway connection to Moosonee from Cochrane was officially opened on July 15, 1932 and since that time has provided the only ground transportation link to the rest of the province.

The railway carries all of the necessary goods and supplies to support the town of Moosonee and the island of Moose Factory, as well as supplies for trans-shipment by ship and barge to communities farther up the coast of James Bay in both Quebec and Ontario.

Moose River is the only other community on the railway north of 50° and it is wholly dependent on the railway for its transportation. Of the rest of the population along the railway line, the majority are located at





railway section maintenance points and are there because of their employment with the ONR.

The train operation between Cochrane and Moosonee provides what is referred to as a "mixed train" service running north on Monday, Wednesday and Friday each week and south on Tuesday, Thursday and Saturday. A mixed train is one which handles freight and passengers both on the same train.

The passenger equipment normally consists of two or three air-conditioned coaches, a dining car, a baggage car and a steam generator car.

Because of the unusual role this train plays as the only regular means of transportation, it will stop anywhere along the way on signal or request to pick up or let off passengers.

In addition to the regular service the "Polar Bear Express" tourist excursion train operates daily except Friday in late June and July and August. This is a passenger train with air-conditioned coaches that leaves Cochrane at 8:00 am and arrives in Moosonee at noon, allows the tourists 4½ hours to see Moosonee and Moose Factory and departs for Cochrane at 4:15 p.m. arriving at 9:00 p.m.. This train will handle up to 600 passengers and is often fully booked.

The Polar Bear Express is the only major tourist attraction operating north of 50° that does not involve hunting or fishing as the primary objective. The brochure attached as Appendix 6 describes the trip in more detail.

#### MOOSONEE

Ontario Northland was the prime developer in the Town of Moosonee, having at one time been responsible for the subdivision and sale of lots, street layouts, water lines and power supply. In recent years, much of these responsibilities have been transferred to the Moosonee Development



Area Board and Ontario Hydro.

Facilities and services still maintained by Ontario Northland at Moosonee and Moose Factory include:

- railway passenger station
- express warehouse facility
- locomotive shop
- hotel - Moosonee Lodge
- ferry from Moosonee to Moose Factory
- ten residences for employees
- telephone system, both Moosonee and Moose Factory
- microwave facilities receiving and transmitting CBC radio and television to the communities.

The Moosonee Lodge is the oldest of the two hotels in Moosonee. It has 18 modern rooms, a large dining room and is situated on the shore of the Moose River within easy walking distance of the railway station.

The ferry service was inaugurated in June of this year at the request of the Ministry of Transportation and Communications. This particular project was the result of local efforts both in convincing the Ontario Government of the need for such a service and in its involvement through a local Steering Committee in the actual system design work. Ontario Northland and MTC consulted closely with the Steering Committee on matters such as scheduling, freight capacity requirements, passenger accommodations, channel marking and dredging, shore facilities, operating contract, fare structure, etc.

The ferry vessel was constructed at North Bay by Ontario Northland personnel by modifying the M.V. Manitou Island II, a landing craft type of vessel which Ontario Northland had operated for some years on Lake Nipissing. It can carry two vehicles and 40 passengers.



Actual operation of the vessel is carried out by a local firm under contract to Ontario Northland supervised by the Marine Services division. The rates charged are considered to be fair and reasonable, however, due to the small volume of traffic and short season, the service is not self-supporting and Ontario Northland is reimbursed for its net capital and operating losses by the Ministry of Transportation and Communications.

Ontario Northland provides both local and long distance telephone service to Moosonee and Moose Factory and in recent years has installed a new dial exchange in Moose Factory and Direct Distance Dialling facilities in both communities. The long distance telephone, CBC radio and television are brought to Moosonee over the Ontario Northland microwave system.

Until recently, Ontario Northland supplied the electricity for all of Moosonee with peak load assistance from the Armed Forces Radar Base. The power was produced by diesel generators and distributed on a power network installed and maintained by Ontario Northland as a public utility. In 1974, it was decided that the demand was too large for efficient on-site generation and Ontario Northland Communications' engineering people constructed a high voltage power line from the Ontario Hydro generating station at Otter Rapids, a distance of 93 miles to both Moosonee and Moose Factory. On completion, the transmission line and the local distribution system were turned over to Ontario Hydro who are now completely responsible for the electric power supply to the two communities.

#### TOURISM

In addition to the Polar Bear Express operation described under the railway heading and the Moosonee Lodge facility, Ontario Northland operates the Hannah Bay Goose Hunting Camp about forty-five air miles east of Moosonee



on the Harricanaw River. Hunters and their equipment are all transported to the camp by amphibious aircraft and from the camp to the shooting area about five to seven miles down river by powered freighter canoes.

Local native people are hired as guides, boat drivers, kitchen help and most other jobs connected with the operation. The hunt lasts from mid-September to mid-October each year and is divided into eight periods of five days.

### COMMUNICATIONS

Ontario Northland's Communications branch provides various telecommunications services, mostly of a long distance nature, in Northeastern Ontario. It serves in four separate ways.

Firstly, it is a telephone company operating in partnership with, and providing long distance services for, the local companies in the area, namely Bell Canada, Northern Telephone, the Public Utilities Commission of Cochrane and Abitibi Paper Company Ltd. of Iroquois Falls. These local companies provide the dial exchanges in Northeastern, with the notable exceptions of Moosonee, Moose Factory and Temagami where the local exchanges also are provided by Ontario Northland. ONC connects with these local companies and handles their long distance needs.

Secondly, ONC is an extension of the CN/CP telecommunications network, providing such services as are offered by CN/CP in most of the area. These range from the ordinary telegram business to telex and other private services. ONC connects with CN/CP at North Bay.

Thirdly, ONC provides telecommunications services by itself without the participation or involvement of other companies. These include delivery of television for private operators, mobile radio service for business and government firms and remote area communications for the government.





Finally, ONC provides other technical services including hydro generation at Winisk and Fort Severn and the previously mentioned construction of the high voltage hydro transmission line from Otter Rapids to Moosonee/Moose Factory.

The geographic limits of Ontario Northland Communications services are illustrated in Figures 1 and 2.



FIGURE 1 - Area served in conjunction with telephone companies.



FIGURE 2 - Area served in conjunction with CN/CP

North of 50°, the major influences of Ontario Northland Communications presently include:

- Moosonee and Moose Factory telephone systems
- television transmission



- satellite communications to Winisk
- H.F. radio telephone to west coast of James Bay
- microwave extension being constructed to west coast of James Bay
- hydro generation at Winisk and Fort Severn
- railway communications and local phone service between Cochrane and Moosonee.

The most significant construction project now in progress by the Communications engineering forces is the extension of the microwave system north from Moosonee to serve the remote communities of Fort Albany, Kaskechewan and Attawapiskat on the west coast of James Bay, scheduled for completion in June 1978. The existing H.F. radio telephone system will be retained for maintenance back-up purposes.

This portion of the system will consist of three channels, two are message channels (one regular and one standby) and the other is for one-way TV transmission. The message system will also carry the CBC English radio network.

The message circuits will terminate in the Timmins toll centre to provide connections to the worldwide telephone system.

Bell Canada owns the existing local dial exchanges in all three communities.

The microwave extension will require construction of five tower sites, three of which are prime generation sites. Each of these sites, besides the tower, will contain two buildings, one for the generator and one for radio equipment and living accommodation, two 7,000 gallon fuel tanks enclosed in dikes and a helicopter landing pad.

The location and lighting of the towers were of some initial concern to the Ministry of the Environment. Discussions with environmentalists



resulted in one tower site being moved five miles inland from its originally anticipated location on the shoreline because of possible detrimental affects on shore birds in that location. Also, the original lighting proposal for all towers was the conventional red warning lighting, however, after discussions with M.O.E., it was changed to strobe lighting, but, further discussions questioned the advantages of this change and finally the lights were changed back to red.

In the planning of this work, the engineering group cooperated in all respects with the Ministry of the Environment people.

Some features of these particular sites may prove beneficial to others in an emergency, such as

- 1) The buildings at the remote sites have a vestibule with an unlocked outside door and instructions to use a telephone installed in the vestibule connected to the microwave control centre in Timmins. If necessary, the control centre can unlock the inside door by remote control and permit entry to the heated living accommodation which contains some food provisions.
- 2) Each site will be equipped with a helicopter landing pad, with markers on the guy wires.
- 3) The tower lighting will provide some measure of assistance to aircraft for determining bearings, etc.

At Winisk, communications are now provided by ONC via the Anik satellite and an earth station leased through Bell Canada from Telesat.

#### NORONTAIR

norOntair is a Class 2 scheduled airline service, using deHavilland Twin Otter aircraft and operating into 16 northern Ontario communities, including Pickle Lake which is "north of 50°".



The Ontario Government initiated the norOntair system in 1971 as a 3 year experiment to determine whether such an air service could achieve commercial viability in the northern market, and to investigate the impact of such an air service on the economic and social life of the region. In both respects, the government was pleased with the experiment and in 1974 turned over the operation of the service to Ontario Northland Transportation Commission.

Ontario Northland is reimbursed for the operating losses by the Ministry of Northern Affairs.

The system involves the supply of aircraft by the government agency for operation and maintenance on a contract basis by established northern Ontario air carriers selected through the tender process. Supervision, ticketing, scheduling, ground support services etc. are supplied by Ontario Northland.

Although Pickle Lake is the only community actually north of the 50th parallel served by norOntair, many of the points on its routes such as Dryden, Kenora, Thunder Bay and Kapuskasing are "support communities" for the area concerned in the Royal Commission's investigations.





## SPECIFIC CONCERNS

Ontario Northland, as the major transportation and communications agency in the area, particularly in the eastern segment, naturally is deeply concerned with the future of the north and, while offering only these few specific comments, will be monitoring these proceedings with interest and look forward to assessing the conclusions of this Royal Commission investigation.

Tourism is acknowledged by many as a major industry in Ontario, and primarily through Ontario Northland's efforts in developing the Polar Bear Express excursion train, and with some cooperation from the people of Moosonee and Moose Factory, some measure of success has been achieved in that regard. However, we are concerned that our tourist traffic is declining and that, at time, there does not seem to be enough "local effort" exerted to improve the situation.

Tourists travelling to Moosonee on the Polar Bear give negative reports on the tourist facilities in the town and the seeming lack of interest on the part of the locals. We are often told "the train ride is nice but there is nothing to do in Moosonee".

Ontario Northland can bring in the tourists on its train and advertise the excursion and promote its hotel in Moosonee and does attempt to coordinate some provision of tourist services by local entrepreneurs, but, it should be up to the people of Moosonee to make a greater effort to look after the tourists once they get there.

The proposed development of the lignite deposits at Onakawanna has long been supported by Ontario Northland both for the stimulating effect on the northern economy and for the potential revenue for the railway in terms of freight and passengers.

From the vantage point of northern Ontario's local airline, norOntair, the Director of Air & Marine Services for ONTC has prepared the following



comments on the state of air transportation in the northern portion of our region.

"In our view, air carriers operating in the northern area face, to a greater degree, the same problems encountered along the southern tier of the region where we operate. To begin with, air carriers are forced to struggle with the most backward area in the western world in terms of aviation infrastructure. Specifically, there is an appalling lack of proper air navigation aids, weather facilities and all weather day-night airports. As a consequence of these inadequacies, the mode of operation has, in large part, changed very little since the 1930's. The further north you go the more the bush flying ethic prevails. This is not to suggest that the "go it alone from lake to lake" approach of the bush pilot is not a proud and honourable tradition. It is. But, as a mode of transportation from A to B, it is woefully inefficient.

The typical float equipped bush aircraft faces severe limitations - small payload, no night or instrument capability, a long period of idleness due to freeze-up and break-up and perhaps most important, a declining stock of experienced pilots who are prepared to countenance the conditions of work and the lifestyle. Without doubt, there must remain a segment of the industry to handle the low density "fly in" tourist aspect of the trade. However, what is needed at this point is a major transition in the basic transport side of the trade away from bush flying towards larger payload aircraft operating from airports providing year round, day or night service in fair weather or foul. We, at norOntair, are deeply involved in such a transition and have found the process to be an expensive, frustrating game of snakes and ladders. Red tape, public ignorance and institutional apathy are matched against an earnest desire to see aviation in northern Ontario catch up with



the world. Only recently has some light begun to appear at the end of the tunnel. In the last few years the Province has been building airstrips in remote communities and gradually a network is emerging. At the same time the Federal authority (MOT) is slowly coming around to the belief that the density related criteria used in the south to justify expenditures must be altered to fit the special needs of the north. Hopefully the plans presently being prepared by MOT for much improved nav aids and weather facilities will receive the support they richly deserve. To date, however, the dedicated efforts of both provincial and federal officials have received little public attention. In this regard, we urge the Commission to look in detail at the plans in question.

We are confident that when these plans are reviewed, the Commission will find that in the realm of transportation within the subject area, nothing transcends the importance of improved aviation infrastructure.

Another aspect of aviation problems which calls for Commission attention is the demand side of the market for air transportation. In economic terms, the basic transport side of the industry (as opposed to the tourist related flying) is a near monopsony.\* That is, there exists a monopsonist in the presence of Government, for taken together, DND, DPW, Indian Affairs, Health and Welfare, Provincial agencies and shippers acting for government (eg. Hudson Bay Co.), command total domination of the market. Economists are taught that an monopsonist who is on his toes, must, perforce, have this will. This is certainly true in this case, however, the question is, what is the will of government when it comes to the air transport of persons and goods in the north? The record in this regard is unclear to say the least. The activity of the many branches of government are altogether uncoordinated

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\* A situation in which there is only one buyer for a particular commodity or service.



at this point. Confusion, delays and waste in the aggregate are inevitable under such a regime. What is sorely needed is a central agency or clearing house wherein shipments would be pooled, and wasteful, empty backhauls and parallel flights would be reduced. At the same time, a central authority by insisting on high standards, could have a dramatic impact in raising operating standards. In return for the maintenance of high standards, the clearing house could provide a reasonable guaranteed annual deployment for the participating carriers. At the same time, the clearing house could assign work so as to ensure that a healthy degree of competition prevails. This reform plus the aforementioned infrastructure improvements could greatly improve the existing situation. An orderly and co-ordinated approach would allow air carriers to upgrade equipment and provide stable year round employment so as to attract and keep experienced operating and technical personnel. The end result would be cheaper, faster, more reliable and, indeed, safer air transport for the region. On the last point, there has been much public hand wringing of late about recent tragic accidents. Fingers have been pointed, accusations made, and there is talk of secret investigations. Notwithstanding the individual merits of these things, this inquisitional approach to problem solving is like the man who uses sandpaper to remove the spots caused by measles; it is neither effective nor cosmetic. Air carriers at present are struggling as best they can against a primitive environment and an often unfair and unpredictable monopsony. Like the frontier doctor operating without full facilities - these people deserve understanding, not abuse. Without condoning malpractice in any way, the circumstances of the air industry must be considered before any judgment is rendered.

In conclusion, we submit that what is needed is a positive approach to problem solving wherein the progressive development of the existing





*air transport industry within the region must be undertaken. In this regard, we feel that a combination of improved infrastructure plus a reordering of the demand regime would provide the region with a more productive and efficient air transport industry which could better serve the social and economic objectives of the region."*

#### FURTHER INFORMATION

In this submission we have tried to be as helpful as possible to the Commission by outlining the various activities of the ONTC and elaborating as much as we considered necessary on those operations that seem most closely related to the area "north of 50°".

It is probable that, during the course of this investigation, the Commission will, from time to time, require further details or opinions from Ontario Northland. We strongly believe that what is of benefit to the area we serve is also of benefit to Ontario Northland and can assure the Commission of our complete support.

Ontario Northland representatives also propose to attend the hearings being held in Pickle Lake on December 5 and, if possible, would appreciate an opportunity to make a brief verbal presentation to the Commission on the subject of Air Transportation discussing the concerns outlined in this submission in the preceding section.



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT  
BY

ONTARIO MINISTRY OF  
REVENUE

PRESENTED AT

TIMMINS

NOVEMBER <sup>24</sup>~~23~~, 1977



Ontario

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT  
THE HON. MR. JUSTICE E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

ONTARIO MINISTRY OF REVENUE  
19th floor, 77 Bloor St. W.  
Toronto, Ontario M7A 1X8

PRESENTED AT

TIMMINS

ON  
NOVEMBER 23, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
416/965-9286

MANULIFE CENTRE  
55 BLOOR STREET WEST  
ROOM 801  
TORONTO, ONTARIO  
M4W 1A5



No. 106

Royal Commission on the  
Northern Environment

This exhibit is produced by

*Ontario Ministry of Revenue*

this *24* day of *Nov* 19*77*

*S. J. [Signature]*

SUBMISSION TO THE ROYAL COMMISSION ON THE  
NORTHERN ENVIRONMENT

BY

THE ONTARIO MINISTRY OF REVENUE

The Honourable Margaret Scrivener, Minister  
Mr. Terry Russell, Deputy Minister





## Introduction

The Ministry of Revenue is divided into two Divisions with separate and distinct responsibilities. The Revenue Division is concerned with the administration of all provincial taxation statutes and two income support schemes. The Assessment Division collects no revenue but develops and maintains the assessment base for property taxation purposes, and all associated information for all municipalities in the province.

Because of these basic differences, this submission deals separately with the operations of the two Divisions in the area of the province north of 50°.



THE REVENUE DIVISION



GENERAL INFORMATION ON  
PROGRAMS ADMINISTERED BY THE REVENUE DIVISION

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● TAX PROGRAMS

|                        |                     |
|------------------------|---------------------|
| Corporations Tax       | Provincial Land Tax |
| Gasoline Tax           | Race Tracks Tax     |
| Gift Tax               | Railway Fire Charge |
| Land Speculation Tax   | Retail Sales Tax    |
| Land Transfer Tax      | Succession Duty     |
| Motor Vehicle Fuel Tax | Tobacco Tax         |

● INCOME SUPPORT PROGRAMS

Guaranteed Annual Income System (GAINS)  
Ontario Tax Credits

● RESPONSIBILITY OF THE REVENUE DIVISION

The Revenue Division is responsible for administering the programs listed above, in accordance with taxation and fiscal policies established by the Treasurer of Ontario. To carry out this responsibility, the Division is organized with the following seven branches: -

Gasoline Tax Branch  
Guaranteed Income and Tax Credit Branch  
Retail Sales Tax Branch  
Succession Duty Branch  
Corporations Tax Branch  
Revenue Research Branch  
Special Investigations Branch

● ACTIVITIES RELEVANT TO NORTHERN ONTARIO

A brief outline of four of the Division's Branches is included in this Report, with special emphasis on communications with the North and other specific items of relevance to Northern residents, as follows: -

|   | <u>Page</u> |
|---|-------------|
| Gasoline Tax Branch                     | 2           |
| Guaranteed Income and Tax Credit Branch | 4           |
| Retail Sales Tax Branch                 | 6           |
| Succession Duty Branch                  | 9           |

● LIAISON WITH NORTHERN AFFAIRS OFFICES

The facilities of all Northern Affairs Offices are available for the rapid transmission of enquiries to any Branch of the Ministry of Revenue. The Ministry has enjoyed an excellent working relationship with Northern Affairs Officers.



## GASOLINE TAX BRANCH

### Role of the Branch

The Gasoline Tax Branch administers the following taxes:-

- Gasoline Tax, at the rate of 19¢ per gallon of gasoline.
- Motor Vehicle Fuel Tax, at the rate of 25¢ per gallon of diesel fuel (there is no tax on fuel used for heating purposes).
- Tobacco Tax, at the following rates:- 96/100¢ per cigarette, 35/100¢ per gram of cut tobacco, and 2¢ for each 5¢, or part thereof, of the retail selling price for cigars (except that a cigar selling for not more than 7¢ attracts a tax of 2¢, and a cigar selling for more than 7¢ and not more than 10¢ attracts a tax of 4¢).

### Information Services

The Branch maintains a system of regular, direct communication, by means of information bulletins, with fuel and tobacco companies and wholesalers who have need for information on the collection and administration of tax. Although the Branch does not maintain direct telephone lines from other areas of Ontario to its head office in Toronto, the Branch frequently receives messages relayed through northern Retail Sales Tax District Offices, Northern Affairs Offices, and direct correspondence and telephone calls to its head office.

### Other Commentary

The following commentary relates to subjects of special interest to Northern Ontario:-

### Refunds and Exemptions

For gasoline and diesel fuel, there is a refund of the tax paid available where the product is used by a business in equipment for which licence plates are not required nor in force. This refund provision is especially beneficial to the Forestry and Mining industries for their stationary and off-road equipment.





Indians may purchase either gasoline or diesel fuel on a reserve (or on specified Crown Lands) exempt of the tax through a special program developed by the Branch in co-operation with the Indian peoples. The fuel so purchased may be used in any vehicle owned by the Indian purchaser throughout Ontario. In addition, Indians may obtain a refund of any tax paid on gasoline or diesel fuel purchased off a reservation and used in equipment which is unlicensed or which does not require a licence.

Indians may also purchase cigarettes and other tobacco products on a reservation exempt of the tobacco tax through arrangements made between the Branch and the tobacco wholesalers.

Although these tax exemption arrangements for purchases by Indians on a reservation are to the benefit of the Indians and are made with a minimum of effort on the part of the Indian purchaser, they are not without their problems in that there has been some abuse of the arrangements by non-Indians.

Refund forms for the tax on gasoline and diesel fuel are available through Retail Sales Tax District Offices and oil company distributors, as well as directly from the Branch. Information for making claims is detailed on the forms and there is rarely need for further clarification.

#### Northern Prices for Gasoline and Diesel Fuel

Retail prices are set by retail dealers who have a fixed purchase or tank wagon price. To this price is added transportation costs and the retail dealer's mark-up. The latter is quite variable and may range from 5¢ to 13¢ per gallon.

Transportation costs also vary considerably, depending on the distance and method of transport. Road transportation is the most expensive means, pipelines are the least expensive means, and ship and rail transportation methods fall somewhere in between.

Surveys taken at various times indicate that the price of gasoline at retail in many northern communities is often as low as, or lower than, the price in Toronto or southwestern Ontario. In the opinion of the Branch, prices in the north can be more affected by lack of competition and low throughput than by higher transportation costs, except for very remote locations.



GUARANTEED INCOME AND TAX CREDIT BRANCH

Role of the Branch

The Guaranteed Income and Tax Credit Branch has responsibility for the following programs:-

- Guaranteed Annual Income System (GAINS), a monthly supplement to Ontario residents, 65 or over, whose private incomes are below the GAINS income guarantee.
- Ontario Tax Credit, a credit related directly to property taxes, personal exemptions and age, and related inversely to taxable income. (This program is administered on the Province's behalf by Revenue Canada, Taxation, through the personal income tax system.)
- Ontario Home Buyers Grant, an incentive program to Ontario residents to purchase or build their first home. (Since this program is not an ongoing project, it is not mentioned further in this report).

Information Services

In the area of Ontario located north of the 50th parallel, the Guaranteed Income and Tax Credit Branch has taken the approach that the most efficient method of servicing residents in this sparsely populated (some 23,000 residents in total) and remote area is through the Ministry of Northern Affairs. Because Northern Affairs Officers are knowledgeable on Branch programs, specifically GAINS and Ontario Tax Credits, and because of their mandate for provincial program delivery throughout the North, they can offer ongoing assistance to residents.

However, the Branch has not relied entirely on Northern Affairs Officers. Since 1974, when the Guaranteed Income and Tax Credit Branch was created, staff have made three trips to the Hudson Bay and James Bay Lowland communities. These trips were in response to requests from the reserves and were organized as Federal-Provincial Task Forces. Their object was to bring programs specifically relating to native peoples directly to the reserves. These trips were successful in terms of assisting individuals with problems with the GAINS program and completing federal income tax returns in order to claim Ontario Tax Credits. However, the Branch also attempted to liaise with Band Administrators and Officials of



the Council Treaty #9 who accompanied the Task Force on the trips. By making these administrators familiar with the programs, and by establishing contacts with them, the Branch hopes they will be in a position to either refer problems directly to the Branch, or at least ensure that residents claim Ontario Tax Credits annually; or, in the case of senior citizens, that they renew annually with Health and Welfare Canada to maintain their eligibility for GAINS.

The Branch has also used the news media to reach residents north of the 50th parallel. For example, staff members have appeared on a number of occasions on the Mid-Canada network which broadcasts on radio and television into this area. Increased use of the print medium is planned by offering articles to native publications such as The Wawatay News, a monthly newspaper to all chiefs.

Perhaps the most vital information link between the Branch and Northern Ontario is the toll-free Zenith line. Residents may communicate directly with the telephone information centre within the Branch, where account-related questions on GAINS can be answered, as well as assistance given in completing Ontario Tax Credit forms.



RETAIL SALES TAX BRANCH

Role of the Branch

The Retail Sales Tax Branch administers the following taxes:-

- Retail Sales Tax, a consumption or use tax levied at the retail level on most goods and some services
- Race Tracks Tax, a tax levied on the total amount wagered at race tracks.

Retail Sales Tax District Offices  
Serving Northern Ontario

District Office

Area Served

North Bay  
1500 Fisher St.  
Northgate Plaza  
Tel. No. (705) 474-4900

District of Cochrane  
District of Temiskaming  
District of Nipissing

Sudbury (Sub-Office)  
1536 Lasalle Blvd.  
Tel. No. (705) 674-3151

District of Algoma  
District of Sudbury  
Regional Municipality of Sudbury

Thunder Bay  
435 James St. South  
P. O. Box 5000  
Tel. No. (807) 475-1681

District of Kenora  
District of Rainy River  
District of Thunder Bay

Information Services

- For all vendors
  - Tax Bulletins issued to all vendors registered under The Retail Sales Tax Act or to selected classes of vendors
  - Tax seminars
  - Visitation program to give guidance to vendors and solutions to their problems with respect to the application of retail sales tax.







- Especially for Northern Ontario
  - Appearances on open-line radio programs by the Managers of North Bay and Thunder Bay District Offices
  - In common with the rest of the Ministry, the facilities of any Northern Affairs office are available for the rapid transmission of enquiries to the Branch.

#### Other Commentary

The following commentary relates to the retail sales tax treatment of items especially relevant to Northern Ontario:-

#### Exemptions

- Purchases by Indians
  - Tangible personal property on a reserve
  - Tangible personal property off a reserve when delivered to a reserve, and
  - Taxable services used on a reserve.
- Equipment purchased by licensed fur trappers
- Thermal insulation materials and certain energy-conservation devices
- Municipal "capital works"
- Public hospitals - building materials and certain equipment
- Certain equipment used in logging, mining, quarrying or the exploration, discovery or development of petroleum, natural gas or minerals
- Machinery and equipment used by manufacturers in the detection, measurement, prevention, treatment, reduction or removal of pollutants in air, water or soil that are attributable to manufacturing operations.

#### Reduced Tax

- New mobile homes meeting C.S.A. Standard Z240 and new modular homes meeting C.S.A. Standard A277 when such are used as residences.



Other

- Transportation costs forming part of the selling price at the time of retail sale are taxable
- Tourism - tax applies to transient accommodation.



## SUCCESSION DUTY BRANCH

### Role of the Branch

The Succession Duty Branch administers the following taxes:-

- Land Speculation Tax, a tax upon the net increase in value of land between time of purchase and time of sale.
- Land Transfer Tax, a tax upon the transfer of land.
- Succession Duty, a duty levied upon property passing to beneficiaries from large estates of deceased persons.
- Gift Tax, a tax upon large gifts.

### Information Services

The Branch publishes information bulletins on subjects of general interest from time to time. In addition, it has taken a number of specific steps, particularly in the case of the land speculation tax administration, to make information and service available in Northern and other localities.

The land speculation tax legislation imposes a tax on dispositions of land. As one form of security for the tax, the legislation confers upon the Crown a special lien upon land being disposed of.

Among the steps leading to the lifting of the special lien and the assessment of the tax imposed by the Act, the Branch requires that the transferor (taxpayer) complete an application form which contains enough detail to enable the staff to issue a lien clearance certificate and audit the calculation of tax.

Since mid-September 1974, the Ministry of Revenue has had staff available in all Assessment Offices in Ontario, and in a number of Land Registration Offices, to facilitate the processing of documents for registration. Ministry staff is able to explain the provisions of the Act, assist with the completion of the application forms for lien clearances, accept affidavits and undertakings to complete application forms, and stamp documents for registration as required.

Ministry staff is available on a full-time basis in the following Land Registration Office locations in the North:- Sudbury and North Bay. In addition, Ministry staff is available on a part-time basis in the Land Registration Office, Kenora, on Tuesday, 12:30 p.m. to 4:30 p.m.



In the following cases, the Land Registration Office is located either in the same building as the Assessment Office or within a very short distance of it, and lien clearances may be obtained from the Assessment Offices during normal business hours:- North Bay, Sault Ste. Marie and Fort Frances.

Assessment Offices are located at North Bay, Sault Ste. Marie, Timmins, Thunder Bay, Sudbury.

In addition to the foregoing, general inquiries can be made on a collect basis to Toronto on (416) 965-1774.

#### Other Commentary

It is of particular interest to Northern Ontario that The Land Speculation Tax Act contains an exemption from its provisions, and therefore has no effect on, land situated in territory without municipal organization that is not designated as a restricted area pursuant to Section 17 of The Public Lands Act.

There are no specific provisions relating to Northern Ontario in the three other statutes administered by the Branch:- The Succession Duty Act, The Gift Tax Act, and The Land Transfer Tax Act. However, Northern taxpayers benefit from the high exemption levels provided under the two first named statutes, \$300,000 under The Succession Duty Act, \$10,000 and \$50,000 under The Gift Tax Act and the low rates of tax 3/10% and 6/10% under The Land Transfer Tax Act.





THE ASSESSMENT DIVISION



## The Functions of the Assessment Division

- . The Division is responsible for assessing for property and school taxation purposes, all property in the organized areas and school board jurisdictions in the province under the provisions of The Assessment Act.
- . Through the annual municipal enumeration, the Division prepares the provincial census, voters lists for municipal elections, school support lists (for public or separate school boards) and lists of prospective jurors in those parts of the province for which it is responsible.
- . In addition, the Division is responsible for the administration of property assessment and valuation related sections of other provincial legislation.
- . The Division has no responsibility for un-organized territories or Indian Lands.

## Organization

There are three head office branches located in Toronto which provide overall Divisional control and co-ordination. The day to day operations are conducted through thirty-one (31) regional offices and nine (9) sub offices across the province, with technical systems-related support from four (4) area offices.

The areas for which the Division is responsible north of the 50<sup>th</sup> parallel are administered from three locations.

### The District of Cochrane:

Cochrane-Temiskaming Assessment Office,  
145 Wilson Avenue,  
Timmins, Ontario.

Telephone (705) 264-9455



The District of Thunder Bay:

Kenora-Rainy River-Thunder Bay  
Assessment Office,  
115 Johnson Avenue,  
Thunder Bay, Ontario.

Telephone (807) 345-1221

The District of Kenora:

Dryden Sub Assessment Office,  
14 Earl Avenue,  
Dryden, Ontario.

Telephone (807) 223-5351

Extent of Responsibility North of 50°

There are 24 localities served by the Assessment Division north of 50°. These are listed in Appendix A, with their recorded populations.

Kenora - Thunder Bay Offices

The 19 localities served by these two offices comprise a total of 6,165 properties. Of these, 3,594 are residential, 504 commercial/industrial, 12 farm, 7 multi-residential, 195 special purpose or institutional and 1,853 are vacant. Each year, 2.25 years of assessor time are required to perform the assessment function in these areas. In addition, a further .75 man years are spent on the enumeration and assessment roll returns.

All of these localities are accessible from the Assessment offices by road with the exception of Auden. But the distance to each community which ranges from 100 to 250 miles, combined with the relatively low level of activity means that most places will be visited a maximum of twice per year.



### Timmins Office

The five localities served by this office comprise a total of 1,376 properties - 507 Residential, 49 Commercial/Industrial, 722 Vacant and 98 other types. All of these areas can be accessed only by air or rail. The total time invested annually in the part of Cochrane north of 50° amounts to approximately .25 man-years.

### Future Developments

As previously mentioned, the assessment jurisdiction of the Division under The Assessment Act extends only to organized territories for both property and school taxes and school board areas for school tax purposes only. In the unorganized territories and school board areas, the Provincial Land Tax Act, which is administered by the Ministry of Natural Resources is applicable.

It has been proposed on several occasions that the assessment provisions of The Provincial Land Tax Act should be incorporated into The Assessment Act. This matter is still the subject of discussions between Revenue and the Ministry of Natural Resources. If and when the responsibility for Provincial Land Tax assessments become the responsibility of the Ministry of Revenue, the Assessment Division's involvement north of 50° will increase in terms of the number of personnel and time spent administering this area.





APPENDIX A

LOCALITIES NORTH OF 50° SERVED BY  
THE ASSESSMENT DIVISION

| <u>MUNICIPALITY NAME</u>                                | <u>POPULATION</u> |
|---|-------------------|
| <u>Administered from Dryden</u>                         |                   |
| Sioux Lookout (Town)                                    | 3106              |
| Red Lake (Township)                                     | 2290              |
| Ear Falls (Township)                                    | 1963              |
| Balmertown (Improvement District)                       | 2047              |
| Pickle Lake (Improvement District)                      | 713               |
| Savant Lake (School Section)                            | 180               |
| Drayton (School Section)                                | 38                |
| Vermillion Additional (School Section)                  | 592               |
| Camp Robinson (School Section)                          | 108               |
| Baird & Heyson (School Section)                         | 327               |
| Dome (School Section)                                   | Ø                 |
| Dent (School Section)                                   | 357               |
| Red Lake Board of Education<br>(School Section)         | 56                |
| Ear Falls TSA (School Section)                          | 57                |
| Sioux Lookout SS (School Section)                       | 716               |
| Dryden Board of Education Extension<br>(School Section) | 50                |
| <u>Administered from Thunder Bay</u>                    |                   |
| Auden (School Section)                                  | Ø                 |
| Armstrong (School Section)                              | 316               |
| Nakina (Improvement District)                           | 2047              |
| <u>Administered from Timmins</u>                        |                   |
| Bicknell (District School Area)                         | 26                |
| Confield (District School Area)                         | Ø                 |
| Smokey Falls (District School Area)                     | 8                 |
| Moosonee (Development Area Board)                       | 1309              |
| James Bay Lowlands (Secondary<br>School Board)          | 550               |



SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

THE TOWN OF COCHRANE

PRESENTED AT

TIMMINS

NOVEMBER 24, 1977



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

The Town of Cochrane

PRESENTED AT

TIMMINS

ON

November 24, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
416/965-9286

MANULIFE CENTRE  
55 BLOOR STREET WEST  
ROOM 801  
TORONTO, ONTARIO  
M4W 1A5



BRIEF SUBMITTED BY THE COUNCIL OF THE TOWN OF COCHRANE AT THE HEARING OF  
THE HARTT COMMISSION TO INQUIRE INTO THE EFFECTS ON THE PHYSICAL AND SOCIAL  
ENVIRONMENT OF MAJOR ENTERPRISES NORTH OF THE 50TH PARALLEL FOR THE BENEFIT  
OF THE PEOPLE OF ONTARIO AT TIMMINS, ON THURSDAY, NOVEMBER 24, 1977.

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On behalf of the Council and citizens of the Town of Cochrane, I would like to take this opportunity to thank the Commission for permitting us to make a submission concerning the future development of the area north of the 50th parallel.

The Town of Cochrane was incorporated in 1910 and from the outset has pressed the Ontario Government to develop the north. Cochrane was a supply centre for the Ontario Northland Railway development and the developments at Fraserdale, Otter Rapids and points north and Cochrane can again be the vital supply centre for future development.

We are very interested in the development of the lignite site at Onakawana. With the serious shortage of fuel and inflated costs, it is time to get on with the development. It will provide much needed employment for the whole Northeastern area. With the high level of unemployment and mass lay offs at Sudbury the lignite development will help to ease this very serious situation. We feel too that the concern about protecting the environment is overemphasized. With modern methods of development this is not longer such a major problem.

If electrical power can be generated from the lignite deposits within reasonable costs, then let us press for the development post haste rather than go the route of a nuclear generating station with their excessive costs and more particularly with the atomic waste that no one has yet found a reasonable means of safely disposing of.





The area between Cochrane and Moosonee, between the O.N.R. line and the Quebec border, holds thousand of square miles of virgin timber which is maturing and will soon be lost, unless an effort is made to harvest this primary resource.

Private companies are ready to invest in wood processing plants and mills in our areas and only require the assurance of a constant wood supply, by holding timber licences. Surely the Government should cooperate by having timber available to these firms. Are we not trying to encourage industry and create employment. The virgin timber North of the 49th and 50th parallels are our only resource:

This area has no gold or base metals of known quantity.

This area has no factories.

This area has no concentrator.

This area has no assembly plant.

This area has very little agriculture.

For the present, timber is our main industry and resource, and we require the cooperation of the Government to make this timber available to companies who are prepared to produce wood products, harvest this virgin timber and create jobs. The timber resources are still being held by large companies who have more reserves than they will ever require for a perpetual operation. If small licences or permits were available to small operators, the timber industry in our area would have a chance to grow.

Forest resources are abundant in our region and decades ago provided the bulk of our employment. We feel the private companies should be given a chance and be encouraged by providing them with access roads to help harvest our natural resources.



The gold found by Amoco about 80 miles northeast of Cochrane in Ontario adjacent to the Quebec border is a promising development and we feel every effort should be made to service this new potential industry from Ontario.

Tourism is a vital industry in Ontario and must be given every consideration. This vast area has interested the private tourist operator to develop and maintain hunting camps at various locations for the hunter and the angler. The private operator should be encouraged to develop his operation to its maximum and the Ontario Government should help in every way possible.

Even with all the studies carried out over the years, we still do not have a comprehensive inventory to show what material resources are available and their actual location. We are entering a period of fuel shortages but yet we are hesitant about getting the lignite development underway. Now is the time for action without further delays. Let us get on with the job of tapping this vast rich area of natural resources.

The growth centres of the North such as Cochrane, Matheson, Iroquois Falls, Smooth Rock Falls, Kapuskasing, Timmins, Hearst, Moosonee, etc., are well established communities and can be stimulated by the development that could take place in the area referred to. The facilities offered by these growth centres should be utilized to their potential in preference to organizing new communities.

To sum up, some of our observations are as follows:

- (a) Potential timing of the lignite development is important;
- (b) the environmental impact is overemphasized;



- (c) the direct affect on growth centres as noted is important;
- (d) the development of natural resources will create jobs and help greatly towards the restoration of a buoyant economy in Ontario.

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This exhibit is produced by  
Northern Environment  
Royal Commission on the

1971



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

Spruce Falls Power & Paper  
Company Limited  
P.O. Box 100  
Kapuskasing, Ontario P5N 2Y2

PRESENTED AT

Timmins  
on  
November 24, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
416/965-9286

MANULIFE CENTRE  
55 BLOOR STREET WEST  
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# Spruce Falls Power and Paper Company, Limited

## MILL OFFICE

P. O. BOX 100 • KAPUSKASING, ONTARIO, CANADA, P5N 2Y2 • TELEPHONE 705-335-2311

ADDRESS REPLY TO THE COMPANY  
ATTENTION OF:

### SUBMISSION TO THE ROYAL COMMISSION

#### ON THE NORTHERN ENVIRONMENT

#### GENERAL

Spruce Falls Power and Paper Company, Limited is a major business entity in Northern Ontario, operating a large pulp, paper and sawmill complex in the town of Kapuskasing, situated on Highway 11 approximately 500 miles north of Toronto and 175 miles south of Moosonee. The company timber limits and the major features of the surrounding area are shown on the attached two maps. The company is the principal industry in the area, providing employment for more than 2,300 people, drawn mainly from the town of Kapuskasing (approximate population 12,500) and surrounding area from Fauquier to Hearst. With a payroll in excess of \$32 million, Spruce Falls is the largest single location employer along Highway 11 from Timmins to Thunder Bay. Spruce Falls ranks eleventh in tons of newsprint produced among twenty-two Canadian companies and is the seventh largest single newsprint mill in Canada. Of the more than 700 sawmills in Ontario, Spruce Falls' lumber production ranks in the top twenty. Yearly production capacity at Spruce Falls is 345,000 tons of newsprint, 70,000 tons of bleached sulphite pulp and 44 million fbm of lumber.

In addition to the wood harvesting and production facilities, Spruce Falls operates a hydro-electric generating station for its own needs at Smoky Falls on the Mattagami River approximately 50 miles north of Kapuskasing. A water filtration plant and small hydro-electric generating station on the Kapuskasing River adjacent to the mill supply filtered process water and a small amount of hydro-electric power.



### MILL DEVELOPMENT

The initial investors in Spruce Falls were attracted to Northern Ontario because of the abundance of wood and the availability of water, the latter required for wood floatage, production processes to manufacture pulp, paper and lumber, and power generation. The black spruce trees, predominant in the area around Kapuskasing, possess excellent pulping properties, resulting in high quality pulp and newsprint.

Construction of the original part of the Spruce Falls mill began in 1920, and the first pulp was produced two years later. A near disaster occurred in 1922 when abnormally high water flows in the Kapuskasing River caused the holding booms to break, resulting in a loss of the year's supply of wood. However, the investors persevered and decided to expand the operations. In 1926, new capital was obtained, resulting in the installation of four newsprint machines and the construction of the Smoky Falls generating station.

Since this early beginning, many improvements and additions have been made, including rebuilds and speed-ups of machinery, sulphite bleachery in 1959, magnesite pulp mill in 1964, a fifth paper machine in 1967, a chip mill to process tree-length wood in 1966, a sawmill in 1973, and most recently, in 1976, a thermomechanical pulp mill with associated unloading and handling facilities for chips purchased from area sawmills as far away as Hearst. Major rebuilds and speed-ups of two paper machines were carried out in 1977.

As mentioned earlier, the original reason for establishing a pulp and paper manufacturing complex in this area was the availability of essential raw materials and natural resources. The mill presently processes 575,000 cords of wood per year (530,000 cords produced by the Company and 45,000 cords



purchased) and makes use of almost 32 million Imperial gallons of water per day, which is pumped from the Kapuskasing River. In addition to the locally available resources, the mill annually requires 36,000 tons of coal, 2.8 billion cubic feet of natural gas, 14,000 tons of sulphur, 6,700 tons of lime, plus quantities of various other chemicals. The annual cost to the Company is \$18 million for these auxiliary materials and \$11 million for the energy requirements. Annual costs for leasing and contracting heavy equipment from local contractors and operators amount to \$2 million.

#### POWER GENERATION

The Smoky Falls generating station on the Mattagami River is of major importance to Spruce Falls and is the only part of the operation (except for the northern extremity of the woodlands' holdings) located north of 50° North latitude. This station, with a maximum output of 56,000 KW from four generators, is the primary source of electrical power for the mill. The small hydro-electric generator on the Kapuskasing River has a maximum output of 1,800 KW. The Company generates an average of 40,000 KW of hydro-electric power, depending on river flows, but must purchase an equal amount from Ontario Hydro.

The Smoky Falls station is situated on a site leased from the Crown and is operated by Spruce Falls personnel who, along with their families, live in the adjacent townsite. Thirty people live in the community, which includes such facilities as an elementary school, community club, indoor ice rink, bowling alley and staff house. In the past, transportation to Smoky Falls from Kapuskasing was provided by a company-owned railroad but this service has recently been discontinued and present access is by road.



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During the period 1960-66 when the Little Long Rapids, Harmon and Kipling power sites were being developed on the Mattagami River, Ontario Hydro made use of the Spruce Falls railroad to transport supplies and equipment.

#### DEVELOPMENT OF TIMBER HARVESTING OPERATIONS

Woods operations at Spruce Falls began in 1922. It was not until after a reorganization and expansion in 1926 that the Company commenced logging on a large scale. The timber limits were then undeveloped and inaccessible. Since these limits lie in the Great Clay Belt of Northern Ontario where the land is flat and poorly drained, summer logging operations were largely restricted to areas adjacent to the major rivers and lakes which provided water transport of men and supplies. In the limits north of Kapuskasing where river driving was impossible, travel and wood movement was aided by approximately 55 miles of standard gauge ballasted logging railway.

Much of the cutting and all of the hauling was conducted in the winter time utilizing the hard frosts of the region to build ice roads and river landings where the wood was piled down to await the spring break-up. River drives on the Kapuskasing, Opasatika and Groundhog Rivers and the larger tributaries carried the wood to Kapuskasing, Opasatika, Fauquier and Neshin Lake where it was stockpiled or loaded on railway cars to be transported to the mill site at Kapuskasing.

In the bush, up to 2,000 seasonal workers using axes and bucksaws produced wood in 4, 8 and 16-foot lengths which they carried and piled by hand, or with the aid of horses. In the winter the wood was loaded on sleighs, again by hand, or by crude crane-like jammers, and was hauled away to the river landings by teams of horses.





In the mid-forties, increasing demand for paper products, coupled with a shortage of labour and the accelerating escalation in railway freight charges, created a procession of new trends. Machines such as powersaws, hydraulic loaders and cable cranes reduced the labour requirement. Trucks and tractors replaced the horses on the haul, as did light tractors and wheeled skidders in the cutting phase.

In an effort to stabilize the working force by providing year-round employment and to provide the improved access that expanding production required, it was decided to begin the construction of an all-weather road network. Somewhat like the tentacles of an octopus, gravel roads and permanent winter haul roads began to radiate in all directions from Kapuskasing. These roads and fast, high-powered trucks carrying large loads made it possible to deliver wood in the winter directly from the bush to the mill or to large landings along the shores of the Kapuskasing River. Driving operations were phased out on all other rivers and logging railways were dismantled because of the greater flexibility of roads to gain access to cutting areas.

Spruce Falls holds 6,291 square miles of limits under a Crown Timber Licence which expires in 1982, of which 5,500 square miles are productive, and in addition, the Company owns 289 square miles of timberland of which 90% is softwood. Over the past 50 years, some 25% of the available productive acres of the limits have been logged. New forests are already established on the majority of the cutover areas. In the case of the earliest cuts, few laymen would today suspect that they were observing second growth stands. Spruce Falls has been a leader in the field of good forest management as a result of



an aggressive and modern approach to cutting and regeneration practices. The forest policy of the Company for 50 years has been aimed at research to determine growth rates of tree species and sites, combined with up-to-date inventories, to ensure that only the annual growth is harvested each year to enable the forest and mill to be operated in perpetuity.

Early research disclosed that the highland stands, comprising 25% of the Company's timber limits, were not being adequately reforested after cutting operations. The first industrial forest nursery in Ontario was established by Spruce Falls in the late forties and produced 60 million trees, which were planted on Spruce Falls and Kimberly-Clark forest limits, before it was donated to the Ontario Government in 1977. Today, because of progressive forest cutting and management programs developed and administered by professional foresters, the harvested areas are producing excellent stands of timber for the future. Nursery stock is now obtained from the Ministry of Natural Resources.

Aside from the obvious, direct, economic benefits enjoyed by the residents of Kapuskasing and surrounding communities, and the indirect benefits to the province, and indeed to the nation, the most noticeable advantage to the area, arising from the logging operations of Spruce Falls has been the continuously expanding network of roads. Approximately 150 miles of company roads are now open to the public for non-commercial travel under an agreement with the Ontario Ministry of Natural Resources. Limited access to an additional 400 or more miles of private company forest roads is provided by the Company on a "pass" basis. Thus, hunters, trappers, fishermen, tourist operators, berry pickers, canoeists, prospectors, hikers, historians, naturalists and scientists of every variety are able to pursue their vocations and pastimes with comparative ease of access.



### ENVIRONMENTAL

In the area of environmental control, Spruce Falls has demonstrated its concern for the environment and has embarked on a major program to improve the quality of effluent being discharged to the Kapuskasing River. A comprehensive study was carried out this summer to determine the waste assimilative capacity of the river. The results of this study will largely dictate what further measures must be taken to reduce the oxygen-demanding substances in the mill effluent. Other steps taken over the years include the construction of a 120-foot diameter clarifier and associated sludge handling equipment, installation of a new boiler capable of burning the sludge from the clarifier and bark screening facilities in the woodhandling portion of the mill. In addition, when increased pulping capacity was required in the 1960's, a magnefite process was chosen which allowed recovery of the cooking chemicals. The latest addition to the mill complex, the thermomechanical pulp mill, uses no cooking chemicals and produces lower levels of oxygen demanding wastes than traditional chemical pulping processes. However, this process does require a large amount of electrical energy which, from an economic point of view, makes it less attractive as energy costs increase.

### DISADVANTAGES OF LOCATION

Although, as mentioned previously, there were good reasons to establish a pulp and paper manufacturing complex in Northern Ontario, there were and still are disadvantages to this location, one of the principal ones being the distance from potential markets. Approximately 90 percent of our newsprint production and 35 percent of our sulphite pulp production is exported to the United States. This results in high freight costs both for shipping products and for bringing in the necessary chemicals and supplies. Annual transportation costs for the Company exceed \$16 million.



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Since the Commission has specifically mentioned transportation as a subject of interest, this may be an opportune time to point out that Spruce Falls is definitely at a competitive disadvantage due to location and freight rates. A decision rendered in 1934 by the United States Interstate Commerce Commission and the Board of Transport Commissioners of Canada (the latter now known as the Canadian Transport Commission) established the freight rates for pulp and paper shipped from mills in Eastern Canada. While the decision was agreeable at the time, percentage freight rate increases have put Spruce Falls at a disadvantage with respect to other Eastern Canadian newsprint producers. In addition, water and truck transport provides many of our competitors with lower distribution costs. There is insufficient truck traffic to our area to result in an extensive back-haul truck movement, so these rates remain high.

In addition to the above factors, our Southern United States competitors are steadily shipping further northward into our established North-Eastern United States market area. These competitors are able to take advantage of large volume truck and rail routes and water movements on the Ohio and Mississippi Rivers. The Southern United States mills have the additional advantages of lower wages, more modern and efficient plants and a tree-growth rate four times faster than in Northern Ontario. Future competition from Central and South American pulp and paper producers will compound the present problems.

A zero population growth situation in many North-Eastern United States cities in our market area has resulted in a lag in newsprint consumption. Thus, Spruce Falls has been forced to extend its market area, adding to distribution costs.





An additional disadvantage of carrying on a wood harvesting operation in the Kapuskasing area is the nature of the terrain. Approximately 75% of the limits is swamp, covered with a humus layer of varying depths, underlain by silt or clay. Due to the poor soil drainage, trees are slow growing, with a resultant long rotation of approximately 80 to 110 years.

Not only is gravel relatively scarce in this area but gravel roads are extremely difficult to build and maintain under the above conditions. When constructed, they are basically of low quality; satisfactory for light trucks and buses, but not suitable for heavy truck traffic in the non-frost season. As a result of the difficulty in summer hauling wood to the mill in Kapuskasing, almost all timber requirements for the year must be moved on the frost (from about December 15th to March 15th), and stockpiled either in the mill yard or placed on the ice of the Kapuskasing River for eventual river driving. This procedure, of course, results in a very large wood inventory being carried at all times with a resultant increase in cost.

In spite of these major obstacles, over the past five years Spruce Falls has invested in excess of \$35 million in capital equipment to ensure continued viability of the operation. These expenditures have been largely directed towards increasing production and improving operating efficiency. Subject to funds availability and future markets for newsprint and pulp, an accelerated investment program is planned for the next five year period. This future spending is, to a large degree, required to meet environmental directives.

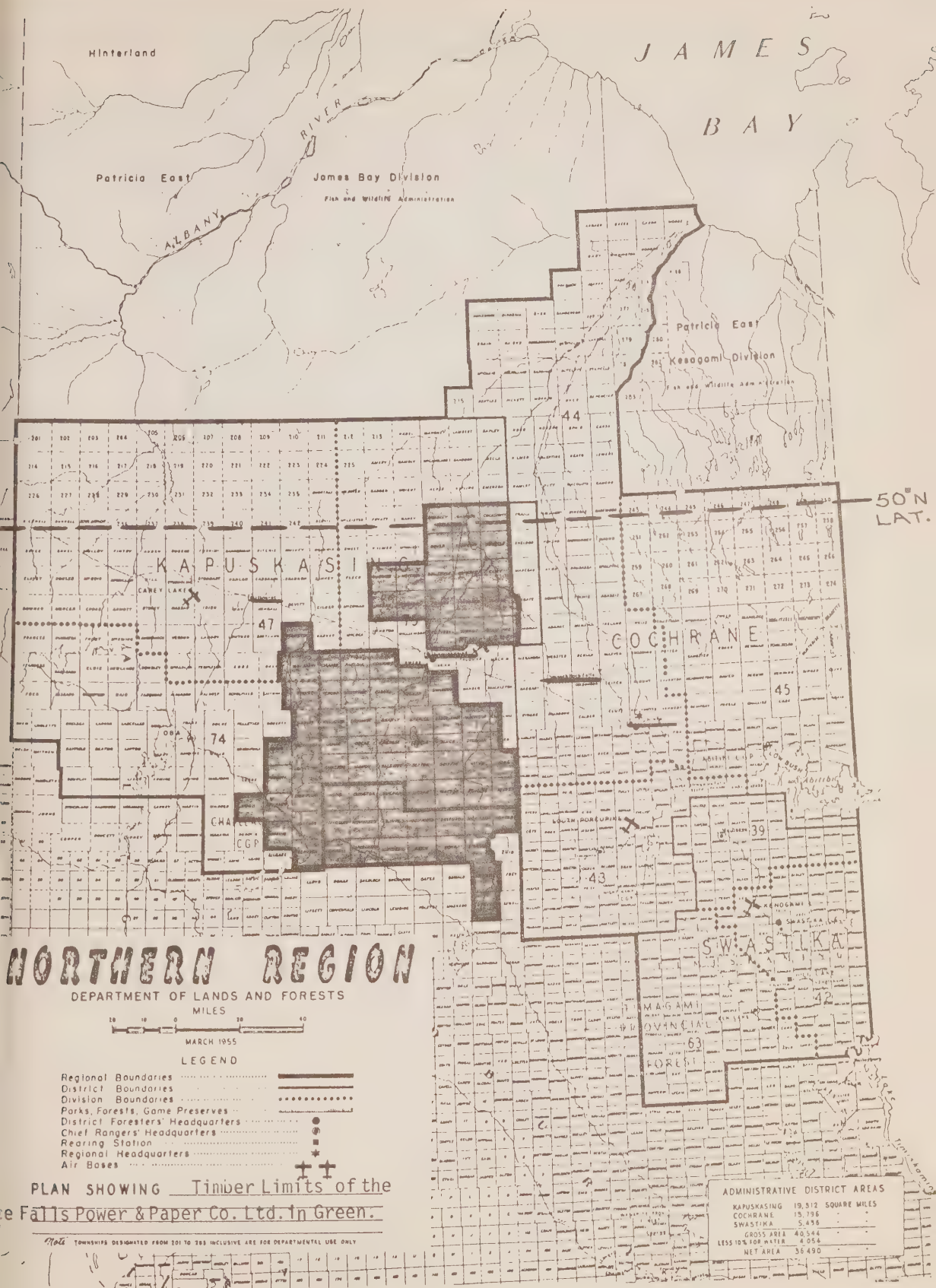
#### PROSPECTS FOR "NORTH OF 50°"

Too often only the potential adverse effects of resource development are emphasized while the beneficial effects are ignored. In the case of forest harvesting, judicious cutting and siting of access roads combined with a



reforestation program can have a minimal detrimental effect on the natural environment. In the case of Spruce Falls, it is doubtful whether extensive timber harvesting will take place north of 50°N. latitude. However, if such development does occur, Company forestry experience of the past 50 years can be put to good use. The area north of the Spruce Falls limits is virtually uninhabited at present. Thus, timber harvesting would cause little, if any, social or cultural disruption. In fact, the improved access provided by necessary logging roads would increase the options of people living in the area. Wise development of our forest resources can result in benefits to all, provided consultation precedes the development.



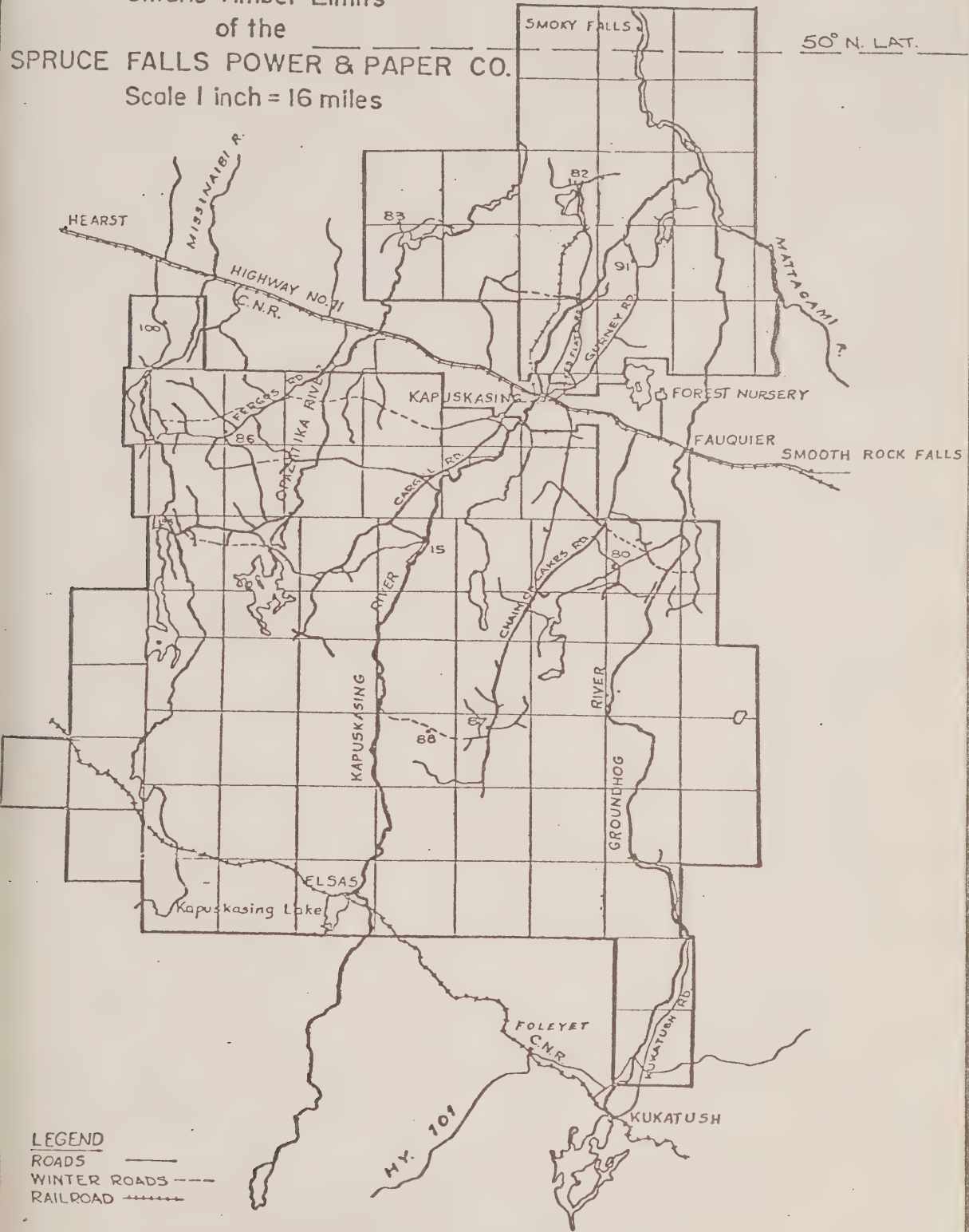




Ontario Timber Limits  
of the

SPRUCE FALLS POWER & PAPER CO.

Scale 1 inch = 16 miles









CAZON

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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

PROSPECTORS & DEVELOPERS  
ASSOCIATION

PRESENTED AT

TIMMINS

NOVEMBER 24, 1977



ROYAL COMMISSION ON THE HON. MR. JUSTICE  
ON THE NORTHERN ENVIRONMENT E. P. HARTT  
ENVIRONMENTAL COMMISSIONER



SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

Prospectors & Developers Association  
Suite 406, 25 Adelaide Street West  
Toronto, Ontario M5H 1N3

PRESENTED AT

Timmins  
on  
November 24, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
416/965-9286

MANULIFE CENTRE  
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TORONTO, ONTARIO  
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Attached to Exhibit 109 are some maps which could not be reproduced for publication. They can be viewed at the Commission office at 55 Bloor Street West.



(Opening of Presentation)

Mr. Justice Hartt - Members of the Royal Commission:

I would first provide a short background of the Prospectors' and Developers Association.

My name is Ralph Allerston, an independent, self-employed, grassroots prospector. I am also a Director of the Prospectors & Developers Association.

This Association is composed of Geologists, Engineers, Minerologists, Prospectors, Diamond Drillers, Surveyors and others interested in the field of minerals and resources.

There are over 2200 members. The Association has existed for over 46 years. It is a forum for anyone interested in the Mineral Resource Industry. There is nothing exclusive, select or highbrow about this Association. Students and public participation is welcome. I am a lifetime member. Members live and work coast-to-coast and NWT's.

It is a true statement that by and large our Membership consists of 'DOERS' - people who have contributed greatly to Canada's Mineral Industry, & even more important, to the Standard of Living - employment and wellbeing of most Canadians.

Discovering and generating NEW WEALTH should not be confused with recycling of dollars internally which forms such a large portion of the gross product - but does little for Canada's international trade deficit. Currently this is a highly worrisome situation that can only be helped, or corrected by export. New found mineral resources can help, when added to Canada's exports.

However, I would point out that no matter how many millions are spent on mineral exploration, there is no guarantee of success.

I would also point out for the benefit of those who indulge in euphoric nonsense as to Canada's superior mineral wealth, there is no such a thing as an ORE DEPOSIT of any kind until it is discovered. Even then, if success attends exploratory effort, minerals must be extracted and marketed against keen foreign competition. That kind of competition has reached formidable proportions in the area of many of our minerals.

In this latter connection, Canada may well now be on its way to being put out of business - no longer competitive. Additional blows loom on the horizon for base metals.

I present the following to you on behalf of the Prospectors & Developers Association.





No. 189

Royal Commission on the  
Northern Environment

This exhibit is produced by

*Prospectors and Developers Association*

this *24* day of *Nov* 19*77*

*S. J. [Signature]*

SUBMISSION REGARDING

THE HEARINGS OF THE ROYAL COMMISSION

ON THE NORTHERN ENVIRONMENT

BY

PROSPECTORS AND DEVELOPERS ASSOCIATION

Suite 406, 25 Adelaide Street West

Toronto, Ontario M5H 1N3

PRESENTED AT TIMMINS, ONTARIO

NOVEMBER 24, 1977



Mr. Chairman, members of the Commission -

The organization I represent is linked closely with Ontario's mining industry which accounts for 4 per cent of Canada's Gross National Product and 20 per cent of its exports. The industry employs 41,000 Ontario residents and mining has been a major factor in the development of the northern portion of our province. With an annual production value of over \$2 billion, it is one of the mainstays of the province's economy.

In its submission to the Royal Commission on the Northern Environment, the Prospectors and Developers Association, would like to assure the Commission that no responsible employer in the resource industry would want to develop the north of the 50th parallel of our province if there were any possibility that it would not be a positive force in the area and not be beneficial to the economic well-being of the people who inhabit this region.

Hopes for the continued development of northern Ontario are closely linked to mining expansion. The proposed development of the lignite coal mine at Onakawana, the only known coal field of significant size in the province, is an example of a mining operation, which if proven viable, would be a source for employment for the northern people as well as an important potential source of thermally-generated power.

There are, however, a number of immediate problems facing the industry, which has remained internationally



competitive, without any need for subsidies and protection, caused by reduced working capital and inflation. Combined with a sluggish world economic recovery, these factors have had a debilitating effect on the industry and will be discussed before this Commission.

#### CAPITAL INVESTMENT

Minerals are common in the earth's crust and the area of our province north of the 50th parallel is no exception. Economic concentrations, however, are extremely rare and the factors that go into the definition of an economic mineral concentration are highly variable and depend in large degree on the overall environment.

Let us give you an example. The mining of a copper deposit with a .5 per cent grade would have been considered unthinkable twenty years ago. Today these same deposits are mined with ease due to updated mining techniques and modern technology coupled with the development of large earth-moving equipment. A viable mineral concentration essentially becomes a mine only when the expected profit justifies the amount of capital required to bring it into production.

Our Association would like to make it clear to the Commission that although most mineral deposits tend to be marginal, those with better economic advantages are developed more quickly.

Due to the risks inherent in our business, one would assume that capital for the mining industry would be more expensive than capital for other industries. This, however, is not necessarily the case. In the past there has been a



special speculative appeal that the reward from capital investment in mining, because of increased prices of metal or because of the possibility of finding more ore, will be greater than originally anticipated.

#### MINING TAX STRUCTURE

The present mining tax structure in Ontario is based on the premise that conditions when mining prices were high in 1974 would continue. Prices in recent years of many minerals mined in Ontario have for the most part declined. As a result, exploration expenditures, apart from uranium, have been drastically decreased.

A structural problem which has exacerbated the industry's plight is inflation and environment regulations which have increased the cost of new capacity by a factor of five over the past fifteen years. Another problem, which is more prevalent in Ontario, is that most of the easily-discovered and readily-accessible mines have been found. While many more ore deposits remain, it now costs five times as much to find them as it did during the 1950's.

#### THE ECONOMICS OF MINING

On the economic front, many sectors of our industry have encountered the worst business conditions since the 1930's. In part this is due to the fact that the business cycles of all the industrialized nations have synchronized. Most of the products of the mining industry are traded internationally with the demand sensitive to business conditions throughout the world.





Mining is capital intensive, and depreciation charges based on historical costs have become completely inadequate to provide funds for needed replacements.

A profit is only real if it could be paid out to shareholders without impairing the viability of the existing business, and by this standard true earnings have been substantially overstated in recent years. The mining industry has always been highly cyclical in nature. Of real concern to the industry's future is the changes in the federal-provincial taxation systems. The result has been a struggle between the federal government and provinces over which could extract the most from the mining industry and resulting in a confusing and inhibiting array of tax systems which have left little room for investors.

As a result, the industry cannot possibly earn a reasonable rate of return over a complete business cycle. It is interesting to note that prior to the introduction of these new taxes, the average rate of return in mining was about the same as that for industry generally. It is not surprising, therefore, that the level of exploration and new mine development has drastically declined and any form of growth is grinding to a halt.

An inevitable long range decline in the level of mine output will occur as increased costs associated with finding new deposits result in a few new mines being developed to replace the ore being mined.



## THE CASE FOR THE PROSPECTOR

An adverse environment for mining is particularly severe on the people we represent. The case of the prospector is particularly important to the industry. For his livelihood, the prospector is continually searching for economical ore deposits. If a prospector discovers a marginal ore deposit, the rewards are certainly not immediate and he is faced with the decision whether to let the claims lapse or hang on to them until he can interest some mining company to purchase the marginal deposit. If he does enter into an agreement, he will usually get a modest cash payment and/or a block of the vendor's stock which may have an immediate speculative value. Any real rewards, however, will only come when the property has the makings of a mine.

The tendency of our taxation system to jeopardize the economics of the mining industry tends to work against any attempt to bring into production the more marginal mines. In addition, it inhibits widespread prospecting.

Owing to the change in the last quarter century in attitude towards the mining industry, the ability of the prospector to sell on the basis of speculative appeal is now limited. If governments are going to tax speculative or windfall profits arising out of the finding of a rich mine, then the search for minerals by independent prospectors will substantially diminish.



## FAVOURABLE ECONOMIC ENVIRONMENT

A favourable economic environment is another example of how a marginal deposit can be brought into production and we refer to the Elliot Lake uranium mines which were brought into production between 1955 and 1958. The ore grade of these mines was low by world standards and costs were abnormally high, but they became economic because of the urgent need for uranium. In order to ensure adequate supply, the federal government gave the mines a fixed price for a certain amount of production which would guarantee the return of the equity and borrowed capital. Later on, when the contracts were filled, the price of uranium dropped to low levels, forcing all but two of the mines to cease operation. The government kept these two mines in business essentially by purchasing a quantity of uranium at a pre-determined price in order to keep the industry alive. Today, the price of uranium justifies the large capital expenditures that are being committed to expanding a once again healthy uranium industry.

The prospects, however, of rewards has been seriously jeopardized by changes in government policies aimed at taxing away the so-called "windfall" or "speculative profits". As a result, today equity capital is for the most part confined to financing the exploration and early development of mineral deposits. On the other hand, the financing of the productive stage of the operation is carried either



through the further issue of stock and/or by the more frequent method of debt financing through bank loans, or the issuance and sale of bonds or debentures to the public or institutions.

At favourable rates of interest, debt financing is best suited in cases of major developments requiring large sums of money. Both the federal and provincial governments must take immediate steps to improve the investment climate for mining by amending the tax system to allow the industry to get a reasonable rate of return on new development and to recognize the impact of inflation on the level of real earnings.

#### INTERNATIONAL RELATIONS

Putting the situation into international perspective, Canada is faced with an uncertain rôle in an evolving new world economic order. We are also suffering from the fact that this vital industry - which is internationally competitive - is being deliberately eroded by government policy.

In terms of relations with governments, the mining industry also now faces the possibility of having to contend with international commodity agreements and the instability in the markets for basic commodities has created considerable agitation on the part of developing countries for alternative pricing mechanisms which will permit them to improve and stabilize terms of trade. The seriousness of the situation





is compounded by the fact that mining is one of the few Canadian industries capable of generating the increased exports needed to help the nation reduce its massive trade deficit, mainly as a result of oil imports, which is expected to be over \$8 billion for 1977-78.

Government pre-occupation, both federally and provincially, with energy makes it difficult to generate sufficient interest in the problems the industry now has to face. Also, constantly changing government policies have created a poor investment climate for the large reservoirs of capital needed for loans and other avenues for investment. If mining is no longer attractive, these funds will go elsewhere.

#### INITIAL RECOMMENDATIONS

If the Ontario government is serious in its intentions to get mining going again, bold new initiatives will have to be considered. What are some of the areas the Prospectors and Developers Association consider need changing?

First of all, limit the maximum rate of tax applicable to a mining company. If this could be held to 50 per cent federal-provincial tax rates at the margin, it could be very attractive for mining companies to expand operations knowing that in the long term they are not going to be adversely affected by political upheaval.

The second suggestion would be that profits, from new mines coming on-stream in designated areas in Canada, attract



a maximum federal-provincial tax of not more than 25 per cent for the first five years.

These suggestions will involve federal and provincial agreements. If such measures were enacted there would be a positive indication that governments want the mining industry not only to survive, but to possibly revive. Mining is too important to Canada and Ontario. We cannot continue to allow its deterioration, particularly at this point in our history.

#### MINING ENVIRONMENT

We would like to draw to the attention of the Commission a final statement on the mining environment in northern Ontario and wish to state two simple objectives which are more or less technical in nature.

- 1). To inform the Commission of our perspective of the past, present and future of the mineral industry in the region under discussion.
- 2). To recommend those actions which will most benefit the community, both within and outside the region, insofar as such actions concern the present and future role of Canada and the mineral industry.

Before we direct ourselves to those objectives, we wish to comment on two "catch phrases" which, unfortunately, are bound to re-occur in the deliberations of this Commission.



One meaningless phrase often heard is "preservation of the environment". It is a fact that the environment is constantly changing. Man, in common with all inhabitants of the biosphere, must adapt to these changes. A static environment is an impossibility.

We have all seen in our lifetimes the changes wrought by wind, waves and weather. The magnitude of such changes is demonstrated by the Albany River, which traverses the region under study. Every year this waterway strips five million tons of soil and rock from the region. This rate of erosion is increasing as the land rebounds from the last ice age. Any activity of man is miniscule in comparison.

A second catch-phrase we frequently hear is "non-renewable resource". A mineral philosopher has pointed out that "a resource isn't". He meant to demonstrate that a mineral resource has no value until it is located, developed, and put into the service of mankind. Later on we will mention many of the undeveloped prospects which have been located north of '50, but which will not become resources until they are developed.

Our mineral wealth does not disappear when it is extracted and put into the service of society. Because our technology enables us to move, and refine iron, or gold, or copper or nickel does not change their existence on this planet. An increasing proportion of our metal consumption is constantly recycled.

Even the biosphere, the source of our hydrocarbons,



is constantly renewing itself, driven by the energy of the sun.

In your assessment of the future north of '50, you must recommend a policy in regards to the rights and aspirations of the descendants of the pre-1600 inhabitants. We wish you wisdom.

In looking to the future of these native peoples, you must keep two factors in mind:

- 1). This segment of the Canadian population is increasing both in absolute numbers and in percentage terms.
- 2). Even the vast territory in Ontario north of '50, is incapable of supporting its present native population, much less the future population, in traditional pursuits of hunting and gathering. Our native people merit a greater voice and greater responsibility in determining their future. Our culture must make room for theirs, and our society must make a meaningful place for them.

Moving from the philosophical to the factual; our research has shown the importance of mining in the last fifty years in northern Ontario.

The past and present producers are shown on our first map. We estimate that these mining activities have affected some 16 square kilometers of land, or four one thousandths





of one per cent of the territory you are examining. Evidence of the twenty-six worked-out mines is rapidly disappearing as the vegetation reasserts itself.

On our second map we show eighteen possible future producers, some recently discovered, others located in the past. Further development of the prospects will require improved economic conditions.

The two graphs we are presenting show a measure of prospecting activity in the northern region. Except for a surge of activity at the start of this decade, the numbers are fairly constant. There is some suggestion of a declining trend.

Table A lists the present work force in mining and milling in the region and offers speculation on the future employment opportunities should some of the present prospects become producers.

In all likelihood, future mining operations in the remote areas will probably follow the example of recent mining operations in northern Saskatchewan and Quebec, whereby employees commute by air from the populated centres in the south, eliminating the necessity of town-sites that often suffer the "boom-bust" economic cycle, and offering a more attractive lifestyle for the families of mine employees.

The commuting miner work schedule of five to six weeks on the project, and two to three weeks off, has proven to be acceptable to the native workers. Such a schedule allows a



reasonable compromise between a wage economy and the pursuit of their traditional lifestyle.

An optimistic estimate of the number of mines that will be producing north of '50 in the future suggests an additional required work force of 1500 employees. The development of these mines will affect some ten square kilometers, an area equivalent to that affected in the past.

Further recommendations regarding the future are simple:

- 1). The provision of a regulatory climate that will permit Ontario citizens to invest and earn their livelihood in the region.
- 2). The establishment of sound, sensible, and permanent anti-pollution rules and guidelines that will permit an improvement in our Northern environment.



APPENDIX I

PRESENT PRODUCERS  
(Refer to MAP 1)

RED LAKE MINING DIVISION

- (1) CAMPBELL RED LAKE - Gold
  - Underground
  - Shaft to 4300 feet (deepened in 1971)
  - 27 levels
  - 800 tons/day
  - Total production to Dec. 31, 1976  
\$235,282,120.00 from 6,853,050 Tons milled
  - In 1976 milled 300,355 tons (@ 821 tons/day)  
to produce 184,610 ozs. of gold for \$22,870,000.00
  - Reserves - 1,735,000 Tons averaging 0.0687 ozs.  
Au/Ton.
- (2) DICKENSON MINES - Gold  
(includes ROBIN RED LAKE)
  - Underground
  - Mills 500 Tons/day
  - Deepened shaft to 3,600ft. 1968. Internal  
shaft sunk from 3,365ft. level to 4,840 feet in 1976.  
Drilling below 4800 feet indicates ore reserves  
& studying feasibility of opening 4 new levels  
below 4,800ft.
  - Reserves 276,580 Tons averaging 0.475 ozs.  
Au/Ton.
  - To Dec. 31, 1976 produced a total of 1,828,400  
ozs. of gold and 161,412 ozs. silver from  
3,863,160 tons milled for a value of \$81,968,375.00.
  - In 1976 milled 116,000 tons (@ 321 tons/day)  
to produce 55,100 ozs. of gold for a value of  
\$6,863,000.00.
- (3) ROBIN RED LAKE MINES  
(now part of DICKENSON MINES)
- (4) GRIFFITH MINE - Iron
  - Stelco
  - Open pit reserves sufficient for 25 - 30 years  
production at capacity operating level
  - Plant capacity = 4,200 Ton pellets/day  
(or 1,500,000 tons pellets/year).
  - Commenced production in 1968.



(5) SOUTH BAY MINE - Copper, zinc, silver

- Selco
- Underground.
- Shaft to 1800 feet.
- Spiral decline to 900 feet.
- May, 1977 - Commenced deepening shaft to 2,100 ft. level.
- Reserves March 31, 1977 - 679,000 Tons averaging 10% Zn, 1.66% Cu and 2.1 oz. Ag per ton.
- Mills 500 Tons/day
- Commenced operations July, 1971

PATRICIA MINING DIVISION

(6) THIERRY PROJECT - Copper, nickel

- Umex
- Open pit & Underground
- shaft to 1800 ft.
- levels @ 600, 1200 & 1600 ft.
- Ramp from surface to 600 ft. level.
- Production began Aug. 1976 @ 4,000 Tons/day from two open pits.





## APPENDIX II

### IDENTIFIED PROSPECTS (Refer to Map 2)

#### PATRICIA MINING DIVISION

- (1) EAGLE ISLAND - Iron
  - Algoma Steel
  - Very large reserves
  - Includes Fish Island and Wolf Island prospects.
- (2) SEULS BAY - Iron
  - Steep Rock Iron Mines.
- (3) DORAN LAKE IRON FORMATION - Iron
- (5) ROADHOUSE RIVER LITHIUM DEPOSIT - Lithium
- (6) BIG TROUT LAKE CHROMITE DEPOSIT - Chromium
  - Inco
  - International Minerals & Chemicals.

#### RED LAKE MINING DIVISION

- (7) NORTH SPIRIT LAKE IRON DEPOSIT - Iron
  - Large reserves in 12 deposits.
  - 1.3 MM Tons/vertical foot.
- (8) COPPER - LODE MINES - Copper, Zinc
- (9) TROUT LAKE RIVER AREA - Copper, Zinc
  - Selco
- (10) TROUT BAY - Copper, Zinc
- (11) MT. JAMIE MINES - Gold
  - Built mill & completed underground development 1975-1977.
  - Developed in 1940's but never reached production stage.
- (12) ABINO PROPERTY - Gold
  - Shaft on property.
  - Recent drilling proved 400,000 Tons Reserves.



THUNDER BAY MINING DIVISION

- (13) ANACONDA IRON DEPOSIT - Iron  
(Melchett Lake Deposit)
  - Mill airstrips, slurry pipelines, etc.  
on the property.
- (14) GRIPP LAKE PROSPECT - Copper, Zinc, Silver
  - Imperial Oil Ltd.
- (15) MCADAM MINING CORP. - Asbestos
- (16) NEW JERSEY ZINC - Copper, Zinc
- (17) ONAKAWANA DEVELOPMENT LTD. - Coal (lignite)
- (18) AMOCO CANADA PETROLEUM - Gold
  - Going underground for bulk sampling this  
winter.
- (19) JAMES BAY COLUMBIUM - Columbium
  - Imperial Oil Ltd. and Consolidated Morrison  
Exploration.
- (20) SILICA SAND and FIRE CLAY DEPOSITS



### APPENDIX III

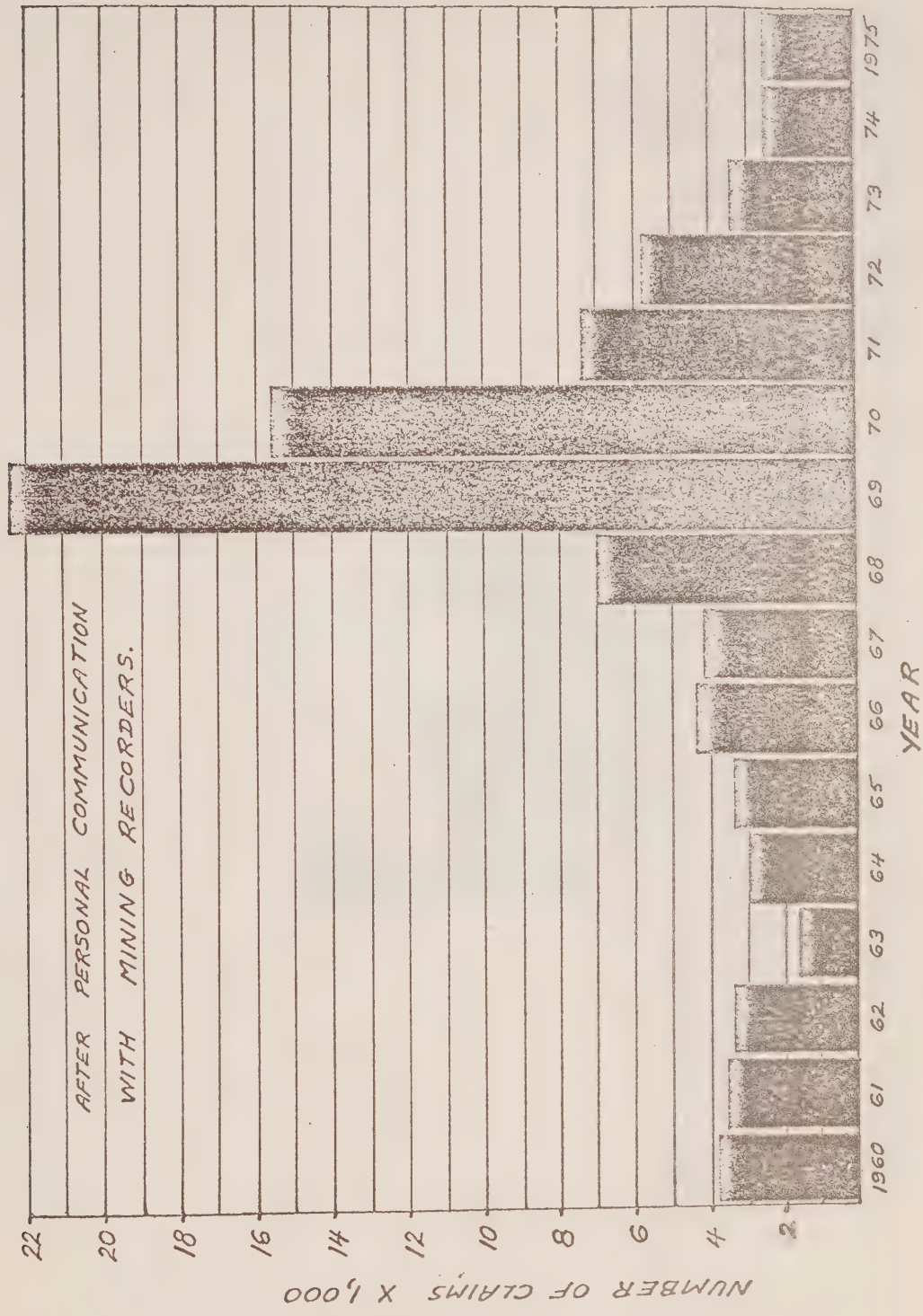
#### PAST PRODUCERS (Refer to Map 1)

- 10 McMarmac Mine - gold, silver
- 11 McKenzie Mine - gold, silver
- 12 Gold Eagle Mine - gold, silver
- 13 Annco Mines Ltd. - gold, silver
- 14 Wilmar Mines Ltd. - gold, silver
- 15 Howey Mine - gold, silver
- 16 Hasaga Mine - gold, silver
- 17 Red Lake Gold Shore Mine - gold, silver
- 18 Madsen Red Lake Mines - gold, silver
- 19 Starratt-Olsen Mine - gold, silver
- 20 Young H.G. Mine - gold, silver
- 21 Hudson Patricia Gold Mines Ltd. - gold, silver
- 22 Jaculet Mines Ltd. - gold, silver
- 23 Uchi Gold Mines Ltd. - gold, silver
- 24 Kostynuk Brothers Ltd. - gold, silver
- 25 New Jason Mines Ltd. - gold, silver
- 26 Pickle Crow Gold Mines Ltd. - gold
- 27 Central Patricia Gold Mines Ltd. - gold
- 28 Central Patricia Gold Mines Ltd. - gold (shaft No. 2)
- 29 St. Anthony Gold Mines Ltd. - gold
- 30 North Pine Mine - pyrite
- 31 Werner Lake Cobalt Mine - cobalt
- 32 Gordon Lake Mine - copper, nickel, platinum
- 33 Berens River Mines - gold, silver, lead, zinc
- 34 Sachigo River Mine - gold, silver
- 35 Tashota - Nipigon Mines Ltd. - gold, copper
- 36 Chromium Mining & Smelting Corp. Ltd. - chromium



NUMBER OF CLAIMS RECORDED IN THE PATRICIA  
AND RED LAKE MINING DIVISIONS, 1960 → 1975

GRAPH A





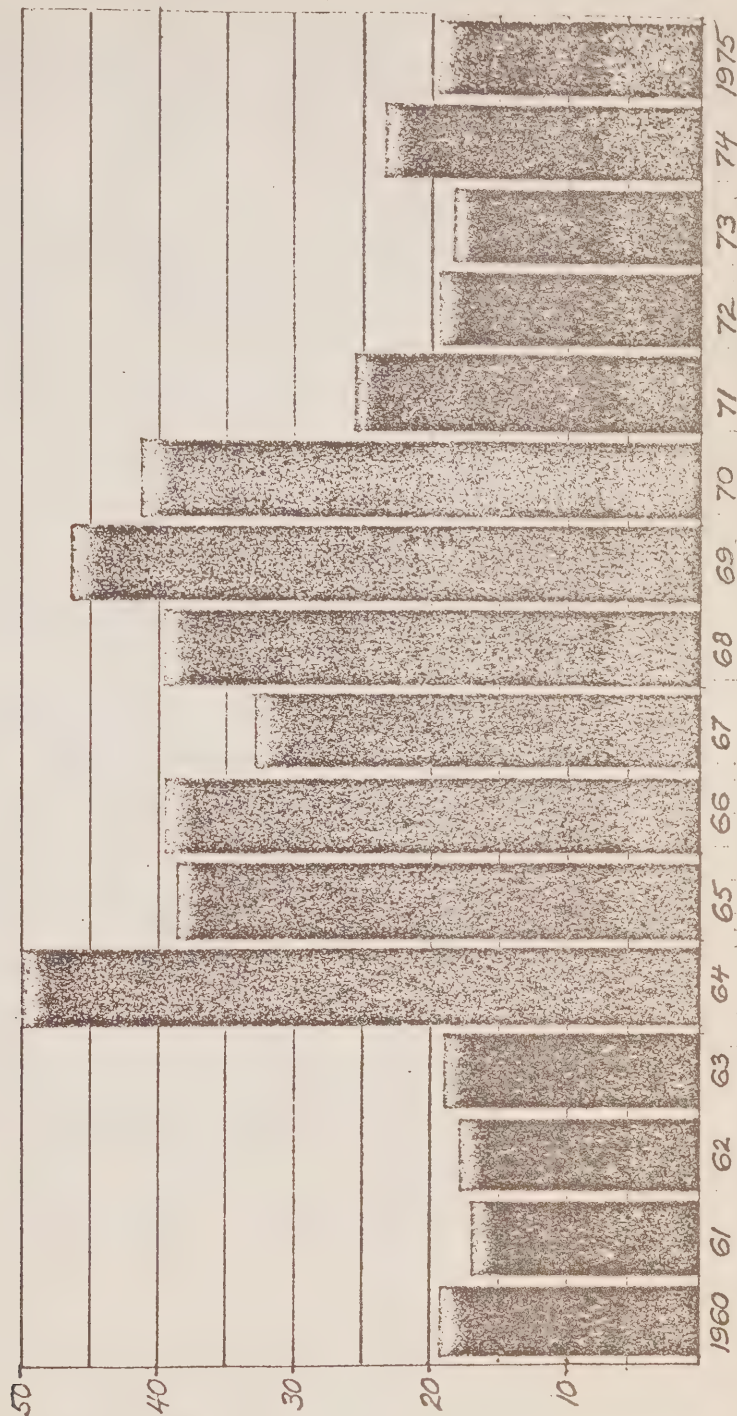


# NUMBER OF CLAIMS RECORDED IN THE PROVINCE OF ONTARIO 1920 → 1975

GRAPH B

60-

NUMBER OF CLAIMS X 1,000



AFTER ONTARIO MINERAL REVIEW - 1975



TABLE A

PRESENT WORKFORCE EMPLOYED  
DIRECTLY IN MINING & MILLING  
NORTH OF THE 50th PARALLEL  
IN ONTARIO

WERNER LAKE - mines closed.

- Concentrator custom mills ore from DUMBARTON MINES and MASKWA MINES in Manitoba

Directly employs 60 persons

THIERRY PROJECT

- 3,000 tons/day concentrator

Directly employs 450 persons

SOUTH BAY MINE

- 600 tons/day.

Directly employs 165 persons

GRIFFITH MINE

- 15,000 tons ore/day
- 20,000 tons waste & stripping/day

Directly employs 585 persons

CAMPBELL RED LAKE MINE

- 800 tons/day

Directly employs 340 persons

DICKENSON MINES LTD.

- 350 tons/day

Directly employs 235 persons

TOTAL WORKFORCE = 1,835 persons



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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

GARDEN RIVER INDIAN RESERVE

PRESENTED AT

TIMMINS

NOVEMBER 24, 1977



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



00143  
File Number

110  
Exhibit Number

SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY  
  
GARDEN RIVER INDIAN RESERVE  
ADMINISTRATION OFFICE  
SITE 5, BOX 7, R.R. NO. 4  
GARDEN RIVER, ONTARIO  
P6A 5K9

PRESENTED AT  
  
TIMMINS

ON  
  
NOVEMBER 24, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
416/965-9286

MANULIFE CENTRE  
55 BLOOR STREET WEST  
ROOM 801  
TORONTO, ONTARIO  
M4W 1A5





# GARDEN RIVER BAND OF OJIBWAYS

ROBINSON HURON TREATY 1850

PHONE (705) 248-2333  
248-2381

ADMINISTRATION OFFICE  
Site 5, Box 7, R. R. No. 4  
GARDEN RIVER, ONTARIO  
P6A 5K9

No. 110

Royal Commission on the  
Northern Environment

This exhibit is produced by

*Garden River Indian Reserve*

this 24 day of Nov 1977

*S. J. James*

SUBMISSION

TO THE

ROYAL COMMISSION

ON THE

NORTHERN ENVIRONMENT

BY

Chief Ronald Boissoneau  
Garden River Indian Reserve

NOVEMBER 24TH, 1977



Mr. Commissioner, on behalf of the Ojibway people of Garden River, we welcome you to our land.

The Garden River Reserve is located near Sault. Ste. Marie: it has a population of 737. Although we live south of 50th, our concerns on questions on the environment are similar to those our Ojibway and Cree brothers and sisters north of 50th. We, too, rely on the land and the waters for our livelihood and we, too, have been adversely affected by the effects of so-called progress inflicted upon us by the dominant white society.

We would like to take this opportunity to publicly offer our support to our native brothers and sisters from Treaty #9 and Treaty #3. We have studied their submissions with great care and we believe that they point this inquiry in the right direction.

We especially note their demand that there be a stop to all assessments on major projects in Northern Ontario until you have completed your inquiry. For your inquiry to be credible in the eyes of native people, neither the Onakawana Projects nor Polar Gas nor Reed must be allowed to proceed while you are holding your hearings.



... And further to allow the said Chiefs and their Tribe the full and free privilege to hunt over the territory now ceded by them and to fish the waters thereof; as they have been in the habit of doing.

The above statement was taken from the Robinson Huron Treaty of 1850. A treaty that was signed between the Government of Canada on behalf of Her Majesty the Queen and the principal men of the Ojibway Nation in the lands now known as the Robinson Huron Treaty.

As the influx of non-Indians continued and land acquisition began, it was necessary to enter into treaty with the Government. Provincial Governments developed regulations for hunting and fishing. This move affected the guarantees and promises that were made under the terms of our treaty that would allow our people to continue their right to hunt and fish.

Long before our people became in contact with the European our people hunted and fished in this area. It was a right that was given to us by our Great Spirit. However, today because of the different laws and regulations our people can no longer pursue their tradition lifestyle.

Provincial laws and regulations oversee the terms of our treaty, a treaty that was signed in good faith by our people.



We did not sign this treaty as a conquered people; we signed it as a gesture of peace and friendship with our white neighbours from the south and across the sea. Gold, silver, and base metals had been discovered on our lands; furthermore you wanted permission to cut trees from our abundant forests. At that time we did not realize the destruction that would follow from allowing the white man to share our land.

We did not understand the Treaty as a surrender of our waters or the resources found in the water. Yet the government refuses to recognize the ownership of the waters which we have retained. Nor are there any mechanisms for the recognition of our ownership of these waters.

Nor has the Treaty been interpreted as protecting our lands.

One of the concerns which your inquiry should examine is the 1924 Canada-Ontario Lands Agreement, a copy of which is attached. This agreement affects Indians throughout Ontario, including those north of 50th. It was negotiated and signed in 1924 without Indian participation of any kind. Although attempts were made to renegotiate it in 1959, again in 1967 and several times thereafter, these attempts have not led to any changes. This is a prime illustration of the decision-making process which must be changed. We look upon your inquiry as a vehicle to bring about this change.





The 1924 Agreement is a major obstacle in the path of native people regaining control of their land, their economy and their lives. It prevents us from regaining the land base we require in order to build an economy. Once reserve land has been surrendered, it is impossible for an Indian band in Ontario to again acquire that land, even though it remains in the hands of the Crown. I would like to point out that it was government policy, especially in the late 19th and early 20th centuries to encourage surrenders. The agreement fails to deal with the very important question of unextinguished Indian interests in lands surrendered prior to 1924.

The provisions in the Agreement pertaining to mines and exploration for minerals are totally unacceptable to Indian bands in Ontario. Why should half of the royalties or other revenues from the disposition of minerals in an Indian Reserve accrue to the Provincial Government? Yes, this is one of the terms of the Agreement.

Our reserves belong to us; they are the homes of our ancestors and they will be the homes of our children. The Ontario Government should not be demanding part of our resources.

Thus it is easy to understand why most Indian bands will not permit mineral exploration on their reserves.



The various native organizations in Ontario have made several efforts to have the Land Agreement renegotiated. Yet all our efforts have been met with government inaction of one kind or another.

The issue of unsold reserve lands is paramount to many bands. Our populations are growing; our communities are expanding. We need the land and the resources found on the land for our people. Land that was surrendered to be sold and yet has not been sold, must be returned to Native ownership. Land which has been stripped of its resources, its forests, its minerals, causing a drastic reduction in the animal and fish populations upon which we depend, is useless to native people. Unsold surrendered reserve lands must be returned to native ownership immediately before this destruction of the environment occurs.

Mr. Justice Hartt, a system which makes decisions in this manner must be changed. Our Native brothers and sisters, the majority of the people living north of 50th, must gain control over their own lives. We must participate in making these directions. If our interests conflict with those of the industrial barons from the south, then our interests must prevail. There must be no repetition of the sell-out of Indian lands that occurred in 1924. Mr. Justice Hartt, that is the message from Garden River.

Meegwetch!



## 14-15 GEORGE V.

### CHAP. 48.

An Act for the settlement of certain questions between the Governments of Canada and Ontario respecting Indian Reserve Lands.

[Assented to 19th July, 1924.]

HIS Majesty, by and with the advice and consent of the Senate and House of Commons of Canada, enacts as follows:—

1. The agreement between the Dominion of Canada and the Province of Ontario, in the terms set out in the schedule hereto, shall be as binding on the Dominion of Canada as if the provisions thereof had been set forth in an Act of this Parliament, and the Governor in Council is hereby authorized to carry out the provisions of the said agreement.

Agreement binding, and Governor in Council authorized to carry out its provisions.

### SCHEDULE.

MEMORANDUM OF AGREEMENT made in triplicate this 24th day March 1924.

BETWEEN the Government of the Dominion of Canada, acting herein by the Honourable Charles Stewart, Superintendent General of Indian Affairs, of the first part,

AND the Government of the Province of Ontario, acting herein by the Honourable James Lyons, Minister of Lands and Forests, and the Honourable Charles McCrea, Minister of Mines, of the second part.

WHEREAS from time to time treaties have been made with the Indians for the surrender for various considerations of their personal and usufructuary rights to territories now included in the Province of Ontario, such considerations including the setting apart for the exclusive use of the Indians of certain defined areas of land known as Indian Reserves;



AND WHEREAS, except as to such Reserves, the said territories were by the said treaties freed, for the ultimate benefit of the Province of Ontario, of the burden of the Indian rights, and became subject to be administered by the Government of the said Province for the sole benefit thereof;

AND WHEREAS the surrender of the whole or some portion of a Reserve by the band of Indians to whom the same was allotted has, in respect of certain Reserves in the Provinces of Ontario and Quebec, been under consideration in certain appeals to the Judicial Committee of the Privy Council, and the respective rights of the Dominion of Canada and the Province of Ontario, upon such surrenders being made, depend upon the law as declared by the Judicial Committee of the Privy Council and otherwise affecting the Reserve in question, and upon the circumstances under which it was set off;

AND WHEREAS on the 7th day of July, 1902, before the determination of the last two of the said appeals, it had been agreed between counsel for the Governments of the Dominion of Canada and the Province of Ontario, respectively, that, as a matter of policy and convenience, and without thereby affecting the constitutional or legal rights of either of the said Governments, the Government of the Dominion of Canada should have full power and authority to sell, lease and convey title in fee simple or for any less estate to any lands forming part of any Reserve thereafter surrendered by the Indians, and that any such sales, leases or other conveyances as had theretofore been made by the said Government should be confirmed by the Province of Ontario, the Dominion of Canada, however, holding the proceeds of any lands so sold, leased or conveyed subject, upon the extinction of the Indian interest therein and so far as such proceeds had been converted into money, to such rights of the Province of Ontario as might exist by law;

AND WHEREAS by the said agreement it was further provided that, as to the Reserves set aside for the Indians under a certain treaty made in 1873 and recited in the Schedule to the Dominion Statute, 54-55 Victoria, chapter 5, and the Statute of the Province of Ontario, 54 Victoria, chapter 3, the precious metals should be considered to form part thereof and might be disposed of by the Dominion of Canada in the same way and subject to the same conditions as the land in which they existed, and that the question whether the precious metals in the lands included in Reserves set aside under other treaties were to be considered as forming part thereof or not, should be expressly left for decision in accordance with the circumstances and the law governing each;





NOW THIS AGREEMENT WITNESSETH that the parties hereto, in order to settle all outstanding questions relating to Indian Reserves in the Province of Ontario, have mutually agreed, subject to the approval of the Parliament of Canada and the Legislature of the Province of Ontario, as follows:—

1. All Indian Reserves in the Province of Ontario heretofore or hereafter set aside, shall be administered by the Dominion of Canada for the benefit of the band or bands of Indians to which each may have been or may be allotted; portions thereof may, upon their surrender for the purpose by the said band or bands, be sold, leased or otherwise disposed of by letters patent under the Great Seal of Canada, or otherwise under the direction of the Government of Canada, and the proceeds of such sale, lease or other disposition applied for the benefit of such band or bands, provided, however, that in the event of the band or bands to which any such Reserve has been allotted becoming extinct, or if, for any other reason, such Reserve, or any portion thereof is declared by the Superintendent General of Indian Affairs to be no longer required for the benefit of the said band or bands, the same shall thereafter be administered by, and for the benefit of, the Province of Ontario, and any balance of the proceeds of the sale or other disposition of any portion thereof then remaining under the control of the Dominion of Canada shall, so far as the same is not still required to be applied for the benefit of the said band or bands of Indians, be paid to the Province of Ontario, together with accrued unexpended simple interest thereon.

2. Any sale, lease or other disposition made pursuant to the provisions of the last preceding paragraph may include or may be limited to the minerals (including the precious metals) contained in or under the lands sold, leased or otherwise disposed of, but every grant shall be subject to the provisions of the statute of the Province of Ontario entitled "The Bed of Navigable Waters Act", Revised Statutes of Ontario, 1914, chapter thirty-one.

3. Any person authorized under the laws of the Province of Ontario to enter upon land for the purpose of prospecting for minerals thereupon shall be permitted to prospect for minerals in any Indian Reserve upon obtaining permission so to do from the Indian Agent for such Reserve and upon complying with such conditions as may be attached to such permission, and may stake out a mining claim or claims on such Reserve.

4. No person not so authorized under the laws of the Province of Ontario shall be given permission to prospect for minerals upon any Indian Reserve.

5. The rules governing the mode of staking and the size and number of mining claims in force from time to time



in the Province of Ontario or in the part thereof within which any Indian Reserve lies shall apply to the staking of mining claims on any such Reserve, but the staking of a mining claim upon any Indian Reserve shall confer no rights upon the person by whom such claim is staked except such as may be attached to such staking by the Indian Act or other law relating to the disposition of Indian Lands.

6. Except as provided in the next following paragraph, one-half of the consideration payable, whether by way of purchase money, rent, royalty or otherwise, in respect of any sale, lease or other disposition of a mining claim staked as aforesaid, and, if in any other sale, lease or other disposition hereafter made of Indian Reserve lands in the Province of Ontario, any minerals are included, and the consideration for such sale, lease or other disposition was to the knowledge of the Department of Indian Affairs affected by the existence or supposed existence in the said lands of such minerals, one-half of the consideration payable in respect of any such other sale, lease or other disposition, shall forthwith upon its receipt from time to time, be paid to the Province of Ontario; the other half only shall be dealt with by the Dominion of Canada as provided in the paragraph of this agreement numbered 1.

7. The last preceding paragraph shall not apply to the sale, lease or other disposition of any mining claim or minerals on or in any of the lands set apart as Indian Reserves pursuant to the hereinbefore recited treaty made in 1873, and nothing in this agreement shall be deemed to detract from the rights of the Dominion of Canada touching any lands or minerals granted or conveyed by His Majesty for the use and benefit of Indians by letters patent under the Great Seal of the Province of Upper Canada, of the Province of Canada or of the Province of Ontario, or in any minerals vested for such use and benefit by the operation upon any such letters patent of any statute of the Province of Ontario.

8. No water-power included in any Indian Reserve, which in its natural condition at the average low stage of water has a greater capacity than five hundred horsepower, shall be disposed of by the Dominion of Canada except with the consent of the Government of the Province of Ontario and in accordance with such special agreement, if any, as may be made with regard thereto and to the division of the purchase money, rental or other consideration given therefor.

9. Every sale, lease or other disposition heretofore made under the Great Seal of Canada or otherwise under the direction of the Government of Canada of lands which were at the time of such sale, lease or other disposition included in any Indian Reserve in the Province of Ontario, is hereby confirmed, whether or not such sale, lease or other



other disposition included the precious metals, but subject to the provisions of the aforesaid statute of the Province of Ontario entitled "The Bed of Navigable Waters Act", and the consideration received in respect of any such sale lease or other disposition shall be and continue to be dealt with by the Dominion of Canada in accordance with the provisions of the paragraph of this agreement numbered 1, and the consideration received in respect of any sale, lease or other disposition heretofore made under the Great Seal of the Province of Ontario, or under the direction of the Government of the said Province, of any lands which at any time formed part of any Indian Reserve, shall remain under the exclusive control and at the disposition of the Province of Ontario.

10. Nothing herein contained, except the provision for the application of "The Bed of Navigable Waters Act" aforesaid, shall affect the interpretation which would, apart from this agreement, be put upon the words of any letters patent heretofore or hereafter issued under the Great Seal of Canada or the Great Seal of the Province of Ontario, or of any lease or other conveyance, or of any contract heretofore or hereafter made under the direction of the Government of Canada or of the Province of Ontario.

IN WITNESS WHEREOF these presents have been signed by the parties thereto the day and year above written.

Signed on behalf of the Government  
of Canada by the Honourable  
Charles Stewart, Superintendent  
General of Indian Affairs, in the  
presence of

CHARLES STEWART.

DUNCAN C. SCOTT.

Signed on behalf of the Government  
of the Province of Ontario by the  
Honourable James Lyons, Minister  
of Lands and Forests, and by the  
Honourable Charles McCrea, Min-  
ister of Mines, in the presence of

JAS. LYONS.

C. MCCREA.

W. C. CAIN.

(SEAL)

(SEAL)





STATUTES OF ONTARIO, CANADA  
GEORGE V, 1924.

CHAP. 15

INDIAN LANDS

14 GEO. V

CHAPTER 15.

An Act for the settlement of certain questions between the Governments of Canada and Ontario respecting Indian Reserve Lands.

Assented to 17th April, 1924.

HIS MAJESTY, by and with the advice and consent of the Legislative Assembly of the Province of Ontario, enacts as follows:-

Short title.

1. This Act may be cited as The Indian Lands Act, 1924.

Agreement with Dominion as to minerals in Indian lands.

2. The agreement between the Dominion of Canada and the Province of Ontario, in the terms set out in Schedule "A" hereto, shall be as binding on the Province of Ontario as if the provisions thereof had been set forth in an Act of this Legislature, and the Lieutenant-Governor in Council is hereby authorized to carry out the provisions of the said agreement.

SCHEDULE "A"

MEMORANDUM OF AGREEMENT made in triplicate this 24th day of March, 1924.

BETWEEN:

THE GOVERNMENT OF THE DOMINION OF CANADA,  
acting herein by the Honourable Charles  
Stewart, Superintendent General of  
Indian Affairs,

of the first part,

AND

THE GOVERNMENT OF THE PROVINCE OF ONTARIO,  
acting herein by the Honourable James  
Lyons, Minister of Lands and Forests, and  
the Honourable Charles McCrea, Minister  
of Mines.

of the second part.

WHEREAS from time to time treaties have been made with the Indians for the surrender for various considerations of their personal and





usufructuary rights to territories now included in the Province of Ontario, such considerations including the setting apart for the exclusive use of the Indians of certain defined areas of land known as Indian Reserves;

AND WHEREAS, except as to such Reserves, the said territories were by the said treaties freed, for the ultimate benefit of the Province of Ontario, of the burden of the Indian rights, and became subject to be administered by the Government of the said Province for the sole benefit thereof;

AND WHEREAS the surrender of the whole or some portion of a Reserve by the band of Indians to whom the same was allotted has, in respect of certain Reserves in the Provinces of Ontario and Quebec, been under consideration in certain appeals to the Judicial Committee of the Privy Council, and the respective rights of the Dominion of Canada and the Province of Ontario, upon such surrenders being made, depend upon the law as declared by the Judicial Committee of the Privy Council and otherwise affecting the Reserve in question, and upon the circumstances under which it was set off;

AND WHEREAS on the 7th day of July, 1902, before the determination of the last two of the said appeals, it had been agreed between counsel for the Governments of the Dominion of Canada and the Province of Ontario, respectively, that, as a matter of policy and convenience, and without thereby affecting the constitutional or legal rights of either of the said Governments, the Government of the Dominion of Canada should have full power and authority to sell, lease and convey title in fee simple or for any less estate to any lands forming part of any Reserve thereafter surrendered by the Indians, and that any such sales, leases or other conveyances as had theretofore been made by the said Government should be confirmed by the Province of Ontario, the Dominion of Canada, however, holding the proceeds of any lands so sold, leased or conveyed subject, upon the extinction of the Indian interest therein and so far as such proceeds had been converted into money, to such rights of the Province of Ontario as might exist by law;

AND WHEREAS by the said agreement it was further provided that, as to the Reserves set aside for the Indians under a certain treaty made in 1873 and recited in the Schedule to the Dominion Statute, 54-55 Victoria, Chapter 5, and the Statute of the Province of Ontario, 54 Victoria, chapter 3, the precious metals should be considered to form part thereof and might be disposed



of by the Dominion of Canada in the same way and subject to the same conditions as the land in which they existed, and that the question whether the precious metals in the lands included in Reserves set aside under other treaties were to be considered as forming part thereof or not, should be expressly left for decision in accordance with the circumstances and the law governing each;

NOW THIS AGREEMENT WITNESSETH that the parties hereto, in order to settle all outstanding questions relating to Indian Reserves in the Province of Ontario, have mutually agreed, subject to the approval of the Parliament of Canada and the Legislature of the Province of Ontario, as follows:-

1. All Indian Reserves in the Province of Ontario heretofore or hereafter set aside, shall be administered by the Dominion of Canada for the benefit of the band or bands of Indians to which each may have been or may be allotted; portions thereof may, upon their surrender for the purpose by the said band or bands, be sold, leased or otherwise disposed of by letters patent under the Great Seal of Canada, or otherwise under the direction of the Government of Canada, and the proceeds of such sale, lease or other disposition applied for the benefit of such band or bands, provided, however, that in the event of the band or bands to which any such Reserve has been allotted becoming extinct, or if, for any other reason, such Reserve, or any portion thereof is declared by the Superintendent General of Indian Affairs to be no longer required for the benefit of the said band or bands, the same shall thereafter be administered by, and for the benefit of, the Province of Ontario, and any balance of the proceeds of the sale or other disposition of any portion thereof then remaining under the control of the Dominion of Canada shall, so far as the same is not still required to be applied for the benefit of the said band or bands of Indians, be paid to the Province of Ontario, together with accrued unexpended simple interest thereon.

2. Any sale, lease or other disposition made pursuant to the provisions of the last preceding paragraph may include or may be limited to the minerals (including the precious metals) contained in or under the lands sold, leased or otherwise disposed of, but every grant shall be subject to the provisions of the statute of the Province of Ontario entitled "The Bed of Navigable Waters Act", Revised Statutes of Ontario, 1914, chapter thirty-one.



3. Any person authorized under the laws of the Province of Ontario to enter upon land for the purpose of prospecting for minerals thereupon shall be permitted to prospect for minerals in any Indian Reserve upon obtaining permission ~~from the~~ from the Indian Agent for such Reserve and upon complying with such conditions as may be attached to such permission, and may stake out a mining claim or claims on such Reserve.

4. No person not so authorized under the laws of the Province of Ontario shall be given permission to prospect for minerals upon any Indian Reserve.

5. The rules governing the mode of staking and the size and number of mining claims in force from time to time in the Province of Ontario or in the part thereof within which any Indian Reserve lies shall apply to the staking of mining claims on any such Reserve, but the staking of a mining claim upon any Indian Reserve shall confer no rights upon the person by whom such claim is staked except such as may be attached to such staking by the Indian Act or other law relating to the disposition of Indian lands.

6. Except as provided in the next following paragraph, one-half of the consideration payable, whether by way of purchase money, rent, royalty or otherwise, in respect of any sale, lease or other disposition of a mining claim staked as aforesaid, and, if in any other sale, lease or other disposition hereafter made of Indian Reserve lands in the Province of Ontario, any minerals are included, and the consideration for such sale, lease or other disposition was to the knowledge of the Department of Indian Affairs affected by the existence or supposed existence in the said lands of such minerals, one-half of the consideration payable in respect of any such other sale, lease or other disposition, shall forthwith upon its receipt from time to time, be paid to the Province of Ontario; the other half only shall be dealt with by the Dominion of Canada as provided in the paragraph of this agreement numbered 1.

7. The last preceding paragraph shall not apply to the sale, lease or other disposition of any mining claim or minerals on or in any of the lands set apart as Indian Reserves pursuant to the hereinbefore recited treaty made in 1873, and nothing in this agreement shall be deemed to detract from the rights of the Dominion of Canada touching any lands or minerals granted or conveyed by His Majesty for the use and benefit of Indians by letters patent under the Great Seal of the Province of Upper Canada, of the Province of Canada or of the Province of Ontario, or in any minerals vested for such use and benefit by the operation upon any such letters patent of any statute of the Province of Ontario.



8. No water-power included in any Indian Reserve which in its natural condition at the average low stage of water has a greater capacity than five hundred horse-power, shall be disposed of by the Dominion of Canada except with the consent of the Government of the Province of Ontario and in accordance with special agreement, if any, as may be made with regard thereto and to the division of the purchase money, rental or other consideration given therefor.

9. Every sale, lease or other disposition heretofore made under the Great Seal of Canada or otherwise under the direction of the Government of Canada of lands which were at the time of such sale, lease or other disposition included in any Indian Reserve in the Province of Ontario, is hereby confirmed, whether or not such sale, lease or other disposition included the precious metals, but subject to the provisions of the aforesaid statute of the Province of Ontario entitled "The Bed of Navigable Waters Act", and the consideration received in respect of any such sale, lease or other disposition shall be and continue to be dealt with by the Dominion of Canada in accordance with the provisions of the paragraph of this agreement numbered 1, and the consideration received in respect of any sale, lease or other disposition heretofore made under the Great Seal of the Province of Ontario, or under the direction of the Government of the said Province, of any lands which at any time formed part of any Indian Reserve, shall remain under the exclusive control and at the disposition of the Province of Ontario.

10. Nothing herein contained, except the provision for the application of "The Bed of Navigable Waters Act" aforesaid, shall affect the interpretation which would, apart from this agreement, be put upon the words of any letters patent heretofore or hereafter issued under the Great Seal of Canada or the Great Seal of the Province of Ontario, or of any lease or other conveyance, or of any contract heretofore or hereafter made under the direction of the Government of Canada or of the Province of Ontario.

IN WITNESS WHEREOF these presents have been signed by the parties hereto the day and year above written.

Signed on behalf of the Government  
of Canada by the Honourable Charles  
Stewart, Superintendent General of  
Indian Affairs, in the presence of

CHARLES STEWART

MUNCAN C. SCOTT.

Signed on behalf of the Government of  
the Province of Ontario by the Honour-  
able James Lyons, Minister of Lands  
and Forests, and by the Honourable  
Charles McCrea, Minister of Mines, in  
the presence of

JAS. LYONS.

C. MCCREA.

(SEAL)

W.C. CAIN.  
(SEAL)





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SUBMISSION TO  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

ONTARIO TRAPPERS ASSOCIATION

PRESENTED AT

TIMMINS

NOVEMBER 24, 1977



ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT

THE HON. MR. JUSTICE  
E. P. HARTT  
COMMISSIONER



SUBMISSION TO  
  
THE ROYAL COMMISSION ON  
THE NORTHERN ENVIRONMENT

BY

ONTARIO TRAPPERS ASSOCIATION  
P.O. BOX 705  
NORTH BAY, ONTARIO  
P1B 8J8

PRESENTED AT

TIMMINS

ON

NOVEMBER 24, 1977

ROYAL COMMISSION  
ON THE NORTHERN  
ENVIRONMENT  
416/965-9286

MANULIFE CENTRE  
55 BLOOR STREET WEST  
ROOM 801  
TORONTO, ONTARIO  
M4W 1A5



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24 min.

SUBMISSION  
of the  
ONTARIO TRAPPERS ASSOCIATION  
to the  
ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

P. O. Box 705  
North Bay, Ontario  
PIB 8J8



## HISTORY OF THE ASSOCIATION

The Ontario Trappers Association was formed in 1947 when eighteen trappers met in the basement of a hotel in Sudbury and decided to sell their furs collectively. The Association was incorporated in February 1954 under the Companies Act of Ontario. The letters of patent provided the Association is a corporation without share capital.

The letters of patent state that the Association was formed for the following purpose and objects:

- (a) to promote the general welfare of trappers in Ontario:  
and
- (b) to assist trappers in the orderly marketing of their furs and to promote the conservation of fur bearing animals.

The letter of patent also provide that the Corporation shall be carried on with the purpose of gain for it's members and that any profits or other accretions to the corporation shall be used in promoting it's objects.

The Association is a trapper owned and trapper operated marketing centre for furs taken in the Province of Ontario as well as accepting furs from all provinces, territories and even the United States. The Association has fixed assets in excess of \$950,000. which are made up of land, buildings, data processing equipment, furniture, etc.

## MEMBERSHIP

Membership is currently about 11,000 members which are required to pay dues of \$5.00 per year. Of these 11,000 members





8,500 are from the Province of Ontario and approximately 10% of that would be in the region involved by this Royal Commission.

Payment of the membership dues entitles the member full use of the marketing facilities, located at the head office, North Bay, Ontario. He will also receive the Canadian Trapper magazine which is published quarterly and additional correspondence relating to trapping and market conditions.

There is an annual meeting attended by some 500 or 600 members that elect the Board of Directors. The Association feels that the annual meetings are relatively well attended in view of the fact that the members are widely scattered throughout Ontario.

#### FUR SALES SERVICE

When the Association was originally formed in 1947, furs were sold in a very crude fashion. Trappers met in Sudbury and each trapper had his own furs arranged in bales. Buyers were invited to attend, place bids in sealed envelopes and place each envelope on the appropriate bale. This was a cumbersome process because each buyer had to examine each pelt in every bale. Today the pelts are grouped according to size, type and quality so that there is uniformity in each lot. We must also remember that each buyer is a specialist in his own right and in many cases is there only to buy one specific type of fur, therefore, is not interested on a bid on mixed pelts.

In 1960, the Association hired it's own staff to grade and lot the furs. The method of selling the fur was changed to a form of auction where the buyers bid on specific lots of furs



with the lot going to the highest bidder.

The Association conducts five or six sales of furs each year on it's premises. The total sales have increased each year over the past eight years and the most recent fiscal year the Association sold a total of \$14,800,000. in furs at it's facilities in North Bay.

Trappers send or deliver their furs to the Association's premises. It is estimated that about 10% of the furs received are delivered by the trappers themselves. Upon receipt of the furs the Association issues a receipt to the trapper which specifies the number, the type of fur, the trapper's license number, and the trapper's member number.

The policy of the Association is to give advances to it's members on their furs prior to the sale at the auction. This is done because the sole source of income of some members during the trapping season is their trapping income. Most of the members who take advantage of the advance would face serious financial consequences if they did not receive such advances. The advances are usually set at an estimated 50% of the value of the furs received by the Fur Sales Service. A grader determines the value based on last year's sale price, prevailing market conditions, and other factors. The amount of the advance is recorded on a receipt received by the trapper. This advance will be deducted from the final sale price of the furs sent in by the trapper.

Once the Association receives the furs, a numbered tag is attached to each pelt. The number on the tag is the trapper's



assigned number. The furs are then placed with similar species in the Association's premises, then grouped into commercial units of the same size, type and quality. The tag numbers of each lot are recorded and each lot is assigned a catalogue number. The lots are placed in cold storage on the Association's premises and held until viewing time prior to the auction.

The lots are displayed to the buyers who attend from all the major fur centers of the world. A catalogue is issued to each buyer. The catalogue specifies the number of each lot, the type of fur and the number of pelts in each lot. Buyers are given two days prior to each auction to examine the lots and record their evaluation of each bale in their catalogue. At auction, the buyers bid on catalogue numbers, not on the pelts themselves.

The general practice is to sell the total available furs at each sale, but if the Association feels that the buyers are operating a ring, or are holding back or are otherwise trying adversely to effect prices, the Association will bid. This is done with the sole intention of obtaining a fair market price for the trapper's goods and to discourage any combines that may be working amongst the buyers.

The Association's policy is to pay members for their furs within three weeks of the auction, notwithstanding that the buyers have not paid. The reason for this policy is that about 40% of the members depend upon their trapping income from December through to May as their sole source of support.



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The Association charges the trapper a fixed 5% commission on all sales. The charge has been 5% for many years. The Provincial royalty is withheld from the proceeds of the sale and remitted to the province and the net balance is paid to the trapper. The trappers in Ontario paid in excess of \$300,000. royalties to the Ontario Government in the year 1976-77.

A 5% commission is levied to cover the expenses of the Fur Sales Service and other expenses of the Association that can not be met by membership costs. In recent years the income from commissions have increased as a result of increased shipments of furs and rising prices.

The Canada Yearbook 1974, estimates on page 403, that three-quarters of the fur harvested in Ontario is auctioned through the Association's Fur Sales Service. The Association handles about 20% of the furs sold in the national market annually.

The Association also operates a trapper's supply section. The Association only sells such supplies as a convenience for its members. It is difficult for trappers in some areas of the province to purchase supplies at reasonable prices, therefore, the Association attempts to carry a complete line of supplies. The mark up on trapper's supplies is 10% and about 90% of all the orders for supplies are mail orders.

The Association sells handicrafts sent to it by trapper's wives. Most of the handicrafts are received from Natives. The craft person supplies a price they wish to receive for the goods and the goods are sold at that price. The full price is returned





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by the Association to the craft person. The Association levies no charge for selling the handicrafts.

#### OTHER ACTIVITIES OF THE ASSOCIATION

The Association is very active in the following areas:

- a) trapper education programs which includes teaching better and more humane trapping methods and better methods of pelt handling
- b) assisting the Ontario Ministry of Natural Resources in fur management, conservation and research into trapping methods and trap testing
- c) assisting trappers in other provinces to form their own organizations
- d) working with Humane Societies to find more acceptable and humane methods of trapping

It should be emphasized here that the people working on behalf of the Association are not remunerated for their services. No Director of the Association has ever been remunerated for his services. The work done by all of these people is voluntary labour.

The Association has recently been instrumental in bringing about publishing and preparing a Canadian Trappers' Manual which is being distributed presently to trappers throughout Canada and United States.

The Association is quite concerned with trapper education and is presently running three night courses at the College level and also assisting in a continuing education program for Native



youths in the Kapuskasing area.

The Association maintains a library on its premises at North Bay that is available for all of the trappers and members use. This is done in order to educate themselves about trapping. The publication of our quarterly magazine which contains reports of the President, diagrams and descriptions of trap sets, information how to handle fur, set traps, where to set traps, information on the habits of various fur bearers, question corner which answers trapper's questions, discussion on humane trapping methods, recipes on how to cook the meat of the fur bearers, data on the numbers and prices of pelts sold at auction, reports from other provincial trappers' associations, articles written by the employees of the Ontario Ministry of Natural Resources on various topics including trap testing, use of aerial surveys to locate areas that should be trapped. According to our statistics there are more fur bearing animals in Ontario now than when the first white man came to Ontario. This is no accident. This is the results of the joint efforts of the Ministry of Natural Resources and the Ontario Trappers Association in developing a true conservation program over the past 25 years. It is the position of the Ministry of Natural Resources and the Association that trapping is necessary to preserve the ecological balance of many areas of Ontario. The Hon. Leo Bernier, former Minister of Natural Resources said in an article which he wrote for the first issue of the Canadian Trapper magazine published October 1972, and I quote as follows:



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"There are 9 to 10 thousand licensed trappers in Ontario and more than half of these have specified trap line areas on crown land, where necessary quotas controlling the number of animals taken are set. In some areas beaver, that prime fur bearing animal which from the beginning was the basis of the fur trade has developed so abundantly that problems are caused due to over population by this animal. The romance of the beaver has been impaired by the fact that it has caused extension flooding of timber and farm lands in some areas and in other areas has destroyed highly valuable shade trees around summer cottages."

In recent years there have been reports in the press of the inhumanity of trapping. The Hon Mr. Bernier stated in the same article:

"However, in numbers of individuals, it appears that 90% of those animals trapped are aquatic species and all of these animals are taken in drowning sets. There is some data and considerable experience to demonstrate that death comes in a very short time in a matter of two or three minutes maximum in the majority of animals taken in this way."

The Association takes the position that only uneducated trappers are inhumane, therefore it is vital that the Association continue it's educational activities by way of the various programs it runs, both in it's own initiative and in conjunction with the Ministry of Natural Resources and by way of publication of the magazine.



## LEGAL RELATIONSHIP BETWEEN THE ASSOCIATION AND IT'S MEMBERS

The letters patent provide that the interests of the member in the corporation shall not be transferable and shall lapse and cease to exist on the death of the member or when the member otherwise ceases to be a member. As noted above, the letters of patent specify the association's activities are to be carried on without the purpose of gain for it's members. Since there are no shareholders, there is no controlling shareholder who can direct the activities of the Association. Therefore, in a very real sense the Association is a true agent of it's members. It responds to the direction of it's members.

The Association does not have title to the furs at any time prior to the sale. They are delivered to the Association by the trappers on the understanding that the Association is to sell them at auction and if they are not sold the association is to return them to the trapper. Once the hammer falls at the auction there is a contract of purchase and sale between the buyer and the trapper. The Association only holds the furs until the purchaser makes payment at which time title to the furs passes from the member to the purchaser.

The Association owns only those furs that it purchases at the auction in order to insure that the trappers receive a fair market price. As noted above, the Association buys a very small quantity of furs and subsequently disposes of them for very little or no profit. Quite often at a loss.





We have attempted here to give you a brief history of the Association as well as the operating of the Fur Sales Service, other activities pursued by the Association, as well as the legal relationship between the Association and it's members.

I would like to reiterate the purposes and objects of the Association and they are to

- a) promote the general welfare of trappers in Ontario
- b) to assist trappers in the orderly marketing of their furs and to promote conservation of fur bearing animals

The above objects and the extensive recital of the history and activities of the Association in it's submission demonstrate conclusively that the Association was organized and carried on to improve the economic position of the trappers, to educate trappers in better and more humane methods of trapping, to provide an organization through which trappers could collectively express their view to the government and to assist the Ministry of Natural Resources in fur management and conservation. The Association was formed and is not carried on for the purpose of profit.

#### FUR HARVEST IN NORTHERN ONTARIO

Ontario is the largest producer of wild fur in all of Canada. Ontario's production exceeded an estimated \$11,000,000. worth of wild fur in the year 1976-77, which makes up approximately one-quarter of Canada's entire production.

Northern Ontario produced approximately 14% of Ontario's overall harvest for a total estimated value of \$1,471,118.



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This is a considerable amount when we take into consideration the fact that this is a harvest of surplus animals and only a portion of a renewable resource.

Taking into account this annual harvest of fur bearers for the value of their pelts we must not overlook the fact of the consumption of the meat of these animals. A recent survey conducted by the Ministry of Natural Resources showed that the replacement value of meat eaten by the trapper from the species of beaver, lynx and muskrat amount to over 2.5 million dollars per year. In most cases to these native families the meat is the primary reason for harvesting the fur bearer and the value of the pelt being secondary. In addition to this value we must take into consideration personal taxation and royalties which in the north amount to \$73,500. of the total of \$300,000. collected in Ontario.

In addition to the economic value of the above harvest and meat use, we must also take into consideration the contribution of the northern and native trapper to the overall economic picture of this country. We must take into account that by this contribution he is also made to feel part of the overall picture and can take pride in contributing. The value of the Ontario fur harvest by the time it reaches the retail store means in jobs and economic value to the province would have increased in excess of \$30,000,000.

Since Ontario wild fur is of the best quality found in North America it is in high demand. 90% of Ontario furs are sold directly outside of Canada assisting our country in lowering our ever increasing trade deficit.



We must exercise great caution in developing the North so as not to disturb the balance of nature and to ensure a healthy animal population which will enable the Native and northern trapper to maintain his culture, heritage and to insure that he has the opportunity to continue as his ancestors did in their way of life.

The Association has on many occasions over the last fifteen years, encouraged Native people to attend and participate in the preparation of the fur sales, to enable him to learn and become educated in fur handling, knowledge of fur evaluation so that he would be better prepared to set up Native Co-ops. This will ensure that the Native community can become an independent body and become self governing. We have assisted recently with the starting up of two Co-ops, one at Big Trout Lake and the other at Bearskin.

We hope that this submission has been of some interest and perhaps can form some part of your final recommendations.

If we can be of any further assistance please feel free to call on us at any time.

Presented by

A. Lalonde

on behalf of the

Ontario Trappers Association  
Bond Street  
North Bay, Ontario













BINDING SECT. AUG 18 1980

GOVT. PUBNS.



